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ABSTRACT

Coordination between Comprehensive Employment and Training Act (CETA) and vocational education systems can achieve stronger job training and employment opportunities for CETA clients. Through coordination, CETA and vocational education agencies can eliminate duplication of effort in training and other service activities, can augment each other's strengths through pooling resources, and can realize greater impetus and innovation in their programs and policies. This guide is intended to encourage such linkages and to provide CETA and vocational education administrators with practical management tips for joint planning and implementation of programs. The first chapter introduces the concept of educational linkages and explains why they are beneficial to CETA and vocational education. In chapter 2, an outline of the 1978 CETA legislation as it relates to coordination with vocational education is presented, along with a summary of the coordination references contained in the 1976 vocational education legislation. Chapter 3 contains an overview of the CETA and vocational education systems, including a discussion of barriers to effective partnership. The fourth chapter discusses planning for coordination, including not only the legislative mandate but also the steps that lead to program initiation and development. Chapter 5 presents information about the formal agreement for linkages--its purpose, function, and content. The final chapter examines various aspects of coordination once the linkage arrangement has been established, and offers suggestions for dealing with further coordination problems that may arise. (KC)

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COORDINATION OF CETA AND VOCATIONAL EDUCATION

TECHNICAL ASSISTANCE GUIDE

U. S. Department of Labor
Employment and Training Administration

CE 029 931

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TABLE OF CONTENTS

CHAPTER		PAGE
I	INTRODUCTION	
	The Benefits of Coordination	1
	Purposes of the Technical Assistance Guide	2
	Sources of Information	2
	Organization of Guide	3
II	THE FEDERAL MANDATE FOR COORDINATION	
	Coordination Requirements in 1978 CETA Legislation	4
	Coordination Requirements in 1976 Vocational Education Legislation	12
III	THE CETA AND VOCATIONAL EDUCATION SYSTEMS	
	Overview of the Systems	14
	Barriers to Coordination	16
	Beginning to Deal With Barriers	18
IV	DEVELOPING A STRATEGY FOR COMPREHENSIVE PLANNING	
	First Steps for the Vocational Educator	21
	First Steps for CETA Staff	23
	A Summary of Questions Both CETA and Vocational Education Staff Members Should Ask Themselves	24
	Planning and Coordination: The Legal Requirements	25
	Working Out Initial Differences	28
	Devising Service Strategies: Joint Programming	30
V	THE CETA/VOCATIONAL EDUCATION FORMAL AGREEMENT	
	Purpose of the Agreement	33
	Components of the Agreement	35
VI	ONCE COORDINATION IS UNDERWAY	
	Administering Coordination	42
	Improving Programs	44
	FOOTNOTES	48
	APPENDICES	52
	SPECIAL SUPPLEMENT: TRAINING GUIDELINES TO ACCOMPANY TAG	65

I. INTRODUCTION

The Benefits of Coordination

In the Comprehensive Employment and Training Act Amendments of 1978 the Congress plainly expressed its commitment to job training and employment opportunities for the economically disadvantaged, unemployed, or underemployed. In addition, the Congress emphasized that employment and training programs should achieve maximum feasible coordination of activities carried forward under the Act with economic development, community development, and related activities such as vocational education and other programs (Sec. 2, Statement of Purpose, P.L. 95-524, October 27, 1978).

Coordination between CETA and vocational education systems constitutes an innovative process with the purpose of achieving stronger job training and employment opportunities for CETA clients. Forging inter-organizational linkages can yield significant benefits to the parent systems of coordinating agencies, to the agencies themselves, and, most importantly, to the persons they serve.

Through coordination CETA and vocational education agencies can eliminate duplication of effort in training and other service activities, can augment each other's strengths through pooling resources, and can realize greater impetus and innovation in their programs and policies. Many CETA and vocational education staff persons who have joined together in coordinated efforts strongly believe that coordination has aided them greatly in moving clients/students toward employability.

A school cannot always offer on-the-job experience, but with CETA's help it can. Vocational educators involved in a coordinated project can approach the job market more directly, can pool information with that of the CETA prime sponsor, and can reapply what they learn through the CETA connection to their more conventional classroom activities and teaching. The school system itself may benefit from linkages through, for example, being able to apply for additional funding in the form of foundation aid, secondary education aid, or special monies. It is also possible that a school involved in a linkage project may acquire additional necessary equipment because of the coordination program.

The CETA prime sponsor can benefit greatly from coordination with vocational education--with the local education agency, post-secondary institution, or other vocational education agency. CETA personnel can establish new training courses with the help of vocational education, can draw upon the experience and knowledge of educators, and can thus augment CETA resources through drawing upon existing education resources. (1)

Thus, the argument for cooperation between CETA and vocational education is strong--it simply makes good sense to work together, for both will benefit. The word "synergism" may summarize the potential of linkages most succinctly. Drawn from the Greek word synergos, which means working together, synergism is "the simultaneous action of separate agencies, which, together, have a greater total effect than the sum of their individual effects." (2)

Purposes of the Technical Assistance Guide

The purposes of the Technical Assistance Guide are:

- To encourage CETA/vocational education coordination by providing a document that can offer overall guidance and direction to those contemplating and involved in coordination;
- To assist CETA and vocational education administrators as they undertake the planning and implementation of coordination efforts;
- To suggest ideas for the management of a CETA/vocational education partnership, including techniques for formulating linkage agreements.
- To contribute to the overall goals of the national employment and training effort set forth in the 1978 CETA legislation by enabling prime sponsors and vocational educators to realize their goals of greater employability and potential for life enhancement and independence for CETA clients.

Sources of Information

This guide is dedicated to the innovators in the CETA and vocational education systems who undertake to forge linkages. It attempts to suggest practical, proven ways of attaining coordination which practitioners can use to reach their goals. The methods and ideas are drawn not only from case studies of CETA/vocational education programs but also from the linkage experiences of those in human services organizations, including health care, criminal justice, and other systems.

The guide is based on a number of studies of coordination as well as practical manuals and "thinkpieces" addressing CETA and vocational education. In addition, it draws upon extensive contacts with CETA and vocational education practitioners. Major sources of information used in each section will be given in order to offer the reader additional references for further information.

Organization of Guide

In Chapter II, an outline of the 1978 CETA legislation as it relates to coordination with vocational education is presented, along with a summary of the coordination references contained in the 1976 vocational education legislation. Chapter III contains an overview of the CETA and vocational education systems, including a discussion of barriers to effective partnership. Chapter IV discusses planning for coordination, including not only the legislative mandate but also the steps that lead to program initiation and development. Chapter V presents information about the formal agreement for linkages--its purpose, function, and content. Chapter VI examines various aspects of coordination once the linkage arrangement has been established, and offers suggestions for dealing with further coordination problems that may arise.

II. THE FEDERAL MANDATE FOR COORDINATION

Through both legislation and regulations, the federal government has indicated its determination to ensure cooperation between CETA and vocational education in order to make employment and training programs more manageable, more effective, and less costly. The two pieces of legislation that contain directives for coordination are the Comprehensive Employment and Training Act, Amendments of 1978 (P.L. 95-524), and the Vocational Education Act, Amendments of 1976 (P.L. 94-482).

The Statement of Purpose for each Act establishes the Congressional intent. In the case of CETA, the 1978 legislation calls for "maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities, such as vocational education." Similarly, the Vocational Education Amendments of 1976 are to "assist States in improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the State...."

The chart presented on the following pages highlights and compares the features of the CETA and vocational education legislation.

Coordination Requirements in 1978 CETA Legislation

Title I

As noted above, the Congress specifically called for maximum feasible coordination of the plans, programs, and activities of the prime sponsors under the CETA Amendments of 1978 with economic development, community development, and related activities such as vocational education.

Every prime sponsor must complete a long-term master plan and an annual plan of its employment and training activities. These must include a detailed description of how the prime sponsor intends to realize the goal of maximum feasible coordination, including:

- The methods and institutional arrangements that will be used to involve educational and other agencies;
- The methods and criteria that the prime sponsor will use to select service deliverers from an inventory of those available;
- Arrangements that the prime sponsor has made with educational and other agencies for participation in the planning of programs;

LINKAGES UNDER CETA AND VOCATIONAL LEGISLATION[1]

CETA	Vocational Education
Purpose	
Provide job training and employment opportunities for economically disadvantaged, unemployed or underemployed persons.	Assist states in delivering vocational education and manpower training for all citizens. Also, provide part-time employment for youth who need the earnings from such employment to continue vocational training on a fulltime basis.
Planning	
Prime sponsors must establish: 1) a planning council (local); 2) a state employment and training council (appointed by Governor); 3) master and annual plans for the Secretary of Labor; 4) a Private Industry Council.	States must establish: 1) local advisory councils (for LEAs receiving federal funds); 2) a state advisory council; 3) annual and 5-year plans for the Secretary of Education.
State Level Coordination of Education and Employment and Training Programs	
The Secretary of Labor makes grants to Governors to provide financial assistance, through state vocational education boards, for needed vocational education services in areas served by the prime sponsors. Set aside monies are provided for this purpose.	State vocational education boards must consult with prime sponsors and the state agencies and councils identified in the 5-year plan for vocational education before receiving CETA grants.
Research	
Provision to work cooperatively with other agencies and organizations to formulate employment and training policy, more effective worker development and expanded	Provision to establish cooperative arrangements between public education and manpower agencies, designed to correlate vocational education opportunities with

research in the area of unemployment, education and training.

Demonstration projects to be coordinated with community vocational resource centers to promote expanded guidance and counseling services for individuals in economically depressed areas.

current and projected labor market needs.

Establishment of vocational resource centers to meet the special needs of specific clientele that include individuals from economically depressed areas.

Occupational and Labor Market Information

The Secretary of Labor will establish a nationwide computerized job bank and matching program, as well as a comprehensive system of labor market information on a national, state and local basis.

Responsibility to give special attention to the labor market needs of youth.

Law mandates the establishment of both national and state occupational information coordinating committees.

Must use program data to improve coordination between CETA and vocational education programs.

Youth Council

Each youth council is responsible for making recommendations to the planning council with respect to planning and review of activities. other organizations.

The youth council must have representation from the local educational agency, local vocational education advisory council and

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- Provisions of the prime sponsor for utilizing services and facilities available;

- Arrangements for the use of skill centers and other public vocational education facilities and a description of how the prime sponsor will make maximum feasible use of apprenticeship or other on-the-job training opportunities;

- Arrangements made to ensure that local educational agencies and vocational education agencies participate and consult with the prime sponsor;

- Evidence of how, in developing the plan for coordination, the prime sponsor has engaged in a continuing process of consultation with interested groups in the area not directly represented on the prime sponsor's planning council, including local advisory councils;

- Procedures concerning academic credit that have been developed in conjunction with the appropriate local educational agency.

In addition to these sections setting forth requirements for the prime sponsors in selecting and utilizing vocational education facilities and programs, the law also requires that each prime sponsor designate a planning council, including a representative of local vocational education agencies, to participate in the development of and to submit recommendations regarding the prime sponsor's comprehensive employment and training plan and the basic goals, policies, and procedures of the prime sponsor's programs and of other employment and training programs in the prime sponsor's area.

In addition, any state applying for CETA funds must prepare a Governor's Coordination and Special Services Plan which must include the following provisions:

- Coordinating all employment and training, education, and related services provided by the state, by prime sponsors, by state education agencies, and other appropriate institutions of vocational and higher education;

- Assuring that comprehensive employment and training plans do not unnecessarily result in the duplication of services;

- Assuring the encouragement of planning by prime sponsors to take vocational education into account;

- Providing labor market and occupational information to prime sponsors and appropriate educational agencies and institutions without reimbursement.

Title I also specifies that the State Employment and Training Council, formerly entitled the State Manpower Services Council, must include at least one representative each from the State Board for Vocational Education and the State Advisory Council on Vocational Education. This body must:

- Identify, in conjunction with the State Advisory Council on Vocational Education, the employment and training and vocational educa-

tion needs in the state and assess the extent to which employment and training, vocational education, and other programs assisted under this and other Acts represent a consistent, integrated and coordinated approach to meeting these needs;

- Comment at least once each year on the reports of the State Advisory Council on Vocational Education;

- Review the comprehensive employment and training plans of prime sponsors, with special attention to the possibility of the nonutilization or duplication of existing services.

If a prime sponsor fails to abide by the recommendations of the State Employment and Training Council or of the prime sponsor's planning council, neither body has direct sanctions. The law does require that the Secretary of Labor can require prime sponsor conformance if it is considered necessary to improve the administration and effectiveness of its program. The Comprehensive Employment and Training Plan of the prime sponsor must include any planning council recommendations which have been rejected, including the reasons why there were not followed.

At the national level, the Secretaries of Labor and (now) Education must report to Congress on the extent to which social services, community colleges, area vocational and technical schools and other vocational education agencies and institutions, and vocational rehabilitation agencies are being utilized to carry out training programs supported in whole or in part under this and related Acts; the extent to which administrattive steps have been taken or are being taken to encourage the use of such facilities and institutions and agencies...any further legislation that may be reqquired to assure effective coordination and utilization of such facilities and agencies to the end that all federally-supported employment and training, vocational education and vocational rehabilitation programs can more effectively accomplish the objective of providing employment and training opportunities to all person needing such employment and training.

Title II: Comprehensive Employment and Training Services

Title II of the 1978 legislation provides that six percent of the funds available for "Services for the Economically Disadvantaged" and "Upgrading and Retraining" are earmarked for grants for supplemental vocational education assistance. (The 6 percent level is an increase over the setaside of 5 percent provided in the original Act.) These funds are made available to governors who are to operate through their state vocational education boards "to provide needed vocational education services in areas provided by prime sponsors, in accordance with an agreement between the state vocational education board and the prime sponsor."

Of the 6 percent allocation, at least 85 percent must be used to provide vocational education services to participants in Title II programs. The rest is available to:

- Coordinate programs under the act with existing vocational education programs;

- Coordinate the use of funds under the CETA Amendments of 1978 and the Vocational Education Act of 1963 to enhance economic growth and development in the state;

- Develop linkages between vocational education, education, and training programs under the legislation and private sector employers;

- Provide technical assistance to vocational education institutions and local education agencies to aid them in making cooperative arrangements with the appropriate prime sponsors; and

- Provide information, curriculum materials, and technical assistance in curriculum development and staff development to prime sponsors.

The governor also receives an additional one percent of the amount available under Title II for the purpose of encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and for services for eligible participants through such auspices.

Title II, Part B, services are restricted to economically disadvantaged persons who are unemployed, underemployed, or in school. Title II, Part C, provides for occupational upgrading and retraining, including supportive services, conducted either directly or through agreements with public and private employers or other organizations or agencies.

Title III: Special Federal Responsibilities

Title III includes programs for a variety of groups, including displaced homemakers, offenders, persons of limited English language proficiencies, handicapped individuals, single parents, youth, older workers, persons who lack educational credentials, public assistance recipients, and Native Americans. There are no specific references to vocational education linkages in the title, although many opportunities for vocational training for these groups are implied in the extensive description of training needs and new job possibilities.

Title IV: Youth Programs

The purpose of this title is to "provide a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternative methods for accomplishing such purposes"

Of the funds allocated for Part A of Title IV, the Youth Employment Demonstration Programs, 75 percent go directly to prime sponsors on a formula basis. Of this amount, not less than 22 percent shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local educational agencies....Participants who are enrolled or who agree to enroll in a full-time program leading to a secondary school diploma, a junior or community college degree, or a technical or trade school certificate of completion are eligible. Each such

agreement shall contain provisions to assure that funds received pursuant to the agreement will not supplant state and local funds expended for the same purpose.

The 22 percent set-aside can become a target share rather than the intended minimum threshold. The amount of funds committed by prime sponsors to this program can thus vary, with some prime sponsors committing about 22 percent and others much more than this percentage. Eligibility is restricted to youths between the ages of 16 and 21 who are in school or are unemployed or are underemployed and whose family income does not exceed 85 percent of the lower living standard income level. The three exceptions to the limitation are:

1) Of the funds available for this subpart, 10 percent may be used for programs that include youths of all economic backgrounds in order to test the desirability of including youth from all economic backgrounds (2);

2) The Secretary of Labor may authorize by regulation the participation of 14 and 15 year olds who are in school; and

3) The Secretary of Labor may waive by regulation the family income ceiling.

Five percent of the funds available for Youth Employment and Training Programs go directly to governors for special statewide youth services. In order to receive these, the governor must submit a special statewide youth services plan which must be approved by the Secretary of Labor. The law sets forth six types of cooperative, experimental, and model programs for:

1) Providing financial assistance for employment and training opportunities for eligible youths who are under the supervision of the state;

2) Providing labor market and occupational information to prime sponsors and local educational agencies, without reimbursement;

3) Providing for the establishment of cooperative efforts between state and local institutions, including (A) occupational and career guidance and counseling and placement services for in-school and out-of-school youth; and (B) coordination of statewide activities carried out under the Career Education Incentive Act;

4) Providing for the establishment of cooperative efforts between state and local institutions, including occupational and career guidance and counseling and placement services for in-school and out-of-school youth;

5) Providing financial assistance for expanded and experimental programs in apprenticeship trades, or development of new apprenticeship arrangements, in concert with appropriate business and labor unions or state apprenticeship councils; and

6) Carrying out special model employment and training programs and related services between appropriate state agencies and prime sponsors in the state, or any combination of such prime sponsors, including subcontractors selected by prime sponsors, with particular emphasis on experimental job training within the private sector.

Every prime sponsor that receives funds under YETP must establish a youth council, which must incorporate representation of the local vocational education advisory council, the local educational agency, postsecondary educational institutions, business, unions, the public employment service, local government and nongovernment agencies and organizations which are involved in meeting the special needs of youths, the community served by such applicant, the prime sponsor, and youths themselves. The council is responsible for making recommendations to the prime sponsor planning council on activities conducted under YETP and YCCIP.

The legislation also states that "suitable arrangements [should be made] with appropriate state and local education officials whereby academic credit may be awarded, consistent with applicable state law, by educational institutions and agencies for competencies derived from work experience obtained through programs established under this part."

Work experience programs for in-school youth funded under YETP require that the anticipated program be submitted to the youth council so that it will have the opportunity to submit comments and recommendations on the proposal.

Title V: National Commission for Employment Policy

Title V of the 1978 legislation establishes the National Commission for Employment Policy (formerly the National Commission for Manpower Policy). Its overall mandate is to examine broad issues of development, coordination, and administration of employment and training programs and to advise the President and the Congress on national employment and training issues. This Commission is the CETA counterpart of the National Advisory Council on Vocational Education, and each is represented on the other's body.

Of the ten designated functions of the commission, one is to "identify, after consultation with the National Advisory Council on Vocational Education, the employment and training and vocational education needs of the Nation and assess the extent to which employment and training, vocational education, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs."

Title VII: Private Sector Opportunities for the Economically Disadvantaged

Title VII seeks to demonstrate the effectiveness of a variety of ways of involving the business community in employment and training activities. Each prime sponsor that seeks funds under this title must establish a

Private Industry Council (PIC) to include, among others, a representative of local education agencies and institutions, although a majority of members must be from business and industry. Prior to submitting a Title VII plan to the Secreatry of Labor, each prime sponsor must make the plan available to appropriate educational agencies for their review and comments. Activities under Title VII include coordination of jobs and training/education programs, developing relationships among employment and education programs and the private sector, and conducting innovative cooperative education programs at secondary and post-secondary levels.

Coordination Requirements in 1976 Vocational Education Legislation

In summary:

- The State Advisory Council on Vocational Education in each state must include as members one or more individuals who represent the State Employment and Training Council established under CETA.

- The State Advisory Council on Vocational Education must consult with the State Employment and Training Council on the vocational education and employment and training needs within the state, and on the extent to which those needs are being met in a coordinated manner.

- The State Advisory Council on Vocational Education must comment on the Annual Report of the State Employment and Training Council.

- The State Board for Vocational Education in each state must describe to the U. S. Department of Education how the state's vocational education activities relate to manpower programs conducted by CETA prime sponsors, to assure a coordinated approach to meeting the vocational education and training needs of the area or community.

- The State Board for Vocational Education must involve a representative of the State Employment and Training Council in the development of a Five-Year State Plan for vocational education activities, submitted to the U. S. Department of Education.

- The Five-Year State Plan must set out criteria for coordinating manpower training programs operated under CETA with vocational education programs.

- The State Board for Vocational Education must also involve a representative of the State Employment and Training Council in the development of Annual Program Plans and Accountability Reports covering vocational education activities, submitted to the U. S. Department of Education.

- The Annual Program Plan and Accountability Report must show the results of coordination of vocational education programs and manpower training programs.

- Federal vocational education funds available to states may be used by State Research Coordinating Units for exemplary and innovative programs to establish cooperative arrangements between public education and manpower agencies to correlate vocational education opportunities with current and projected needs of the labor market.

- The National Occupational Information Coordinating Committee consists of, among others, the Secretary of Education and the Assistant Secretary of Labor for Employment and Training. The NOICC is charged with improving coordination and communication among administrators and planners of programs funded under CETA and the Vocational Education Act, and among related agencies at federal, state, and local levels.

- The State Occupational Information Coordinating Committee in each state consists of, among others, representatives of the State Board for Vocational Education and the State Employment and Training Council. The SOICC is charged with implementing an occupational information system to meet the common needs of vocational education and CETA programs.

- The National Advisory Council on Vocational Education must include as members individuals representing the National Commission for Employment Policy established under CETA.

- The National Advisory Council on Vocational Education must identify, after consultation with the National Commission for Employment Policy, the vocational education and employment and training needs of the nation, and assess the extent to which those needs are being met in a coordinated manner.

- The National Advisory Council on Vocational Education must comment on the annual report of the National Commission for Employment Policy.

III. THE CETA AND VOCATIONAL EDUCATION SYSTEMS

Overview of the Systems

An understanding of the major outlines of the CETA and vocational education systems is central to the goal of coordination. Although they differ in terms of philosophical objectives and structure, both the CETA and vocational education systems share certain characteristics that serve to promote coordination.

Differences in Philosophy

CETA emphasizes the provision of job training and employment opportunities for persons who are economically disadvantaged, unemployed, or underemployed, with the goal of increasing the income of clients. Training and other services offered by CETA are also designed to lead to maximum employment opportunities for CETA clients and to enhance their self-sufficiency. In general, the time period for accomplishing these objectives for clients is fairly short.

In contrast, the mandate for vocational education is broader. The Vocational Education Act Amendments of 1976, for example, authorize federal grants to states that will help them provide vocational education "so that persons of all ages in all communities of the state...will have ready access to vocational training or retraining which is of high quality (and) which is realistic in light of actual or anticipated opportunities for gainful employment."

Thus, a major difference in emphasis is that CETA focuses on the disadvantaged, while vocational education must serve a much broader population. CETA also emphasizes more immediate realization of relief for its clients, whereas the legislation delineating vocational education's responsibility does not describe the specific economic and educational effects that vocational education programs are to have upon the individuals served. (1)

Organizational Differences

In addition to philosophical differences, the CETA and vocational education systems differ in organization, with implications for their resources, sources of information, reporting and monitoring procedures, funding, and other factors that have an impact upon coordination. A major and basic difference is that CETA is largely a federal-local program, whereas the vocational education system has a complex of federal-state relationships as well as the state-local nexus.

In the CETA system, the federal government provides the resources, and the units of local government--prime sponsors--administer and operate the programs at the local level. Within certain federally-established limits, the local prime sponsor has discretion concerning the kinds of programs to provide, decisions about services and service providers, and client selection; however, in the area of program emphasis, such as target groups, eligibility requirements, monitoring and evaluation procedures, and others, Congress sets the requirements and the Department of Labor implements the law through federal regulations and rules.

At the state level, CETA administrative bodies are the state employment and training councils, balance of state prime sponsors, and units established by the governor to handle special grant monies on coordination; beyond these, state government is not directly involved in the delivery of CETA programs.

The vocational education system, in contrast, is more complex, being composed of federal-state relationships, based upon federal legislation, and state-local relationships that reflect the objectives and goals of the particular state.

Beginning in 1917 with the Smith-Hughes Act, Congress created legislation to provide for funds to support vocational education in the states. This support has continued through the 1976 Education Amendments, which are scheduled for reauthorization in 1982. The federal share in the financing of vocational education is about 10 percent, with state and local governments providing the balance of support. For federal funds, the states function as administrative units in the governance of vocational education; they do not play as significant an administrative role in the governance of either elementary/secondary schools or higher education institutions.

Similarly, until 1962, the Congress focused on general programmatic areas in vocational education, not on particular population subgroups that were to be served by federal monies for vocational education. In 1963, legislation called for programs to respond to the needs of youth with special needs, such as academic, socio-economic, or other handicaps, that prevented their success in a regular high school vocational education program; however, there was no provision for targeting funds to this group. In 1968, legislation established setasides for special populations such as the disadvantaged and the handicapped; this was followed between 1968 and 1976 by a federal mandate to provide special vocational education training for persons restricted in their English-speaking ability, and in 1976 by the targeting of women, American Indians, displaced homemakers, youth offenders and adults in correctional institutions.

The federal legislation requires that each state that wants to receive federal funds must establish a state board responsible for the administration of vocational programs. Currently, nine states (Colorado, Indiana, Kentucky, Montana, North Dakota, Oklahoma, South Dakota, Washington and Wisconsin) have a separate State Board for Vocational Education; the rest designate the State Board of Education to serve as the State Board for Vocational Education.

In addition to a board at the state level, each state must establish a State Advisory Council on Vocational Education (SACVE), with the purpose of

identifying vocational education needs of the state, identifying state employment and training needs, offering comments on reports of the State Employment and Training Council, and providing technical assistance to local advisory boards. Any local education agency that receives vocational education funds from the state board must establish a local advisory board.

The states are allocated funds on a formula basis, from which post-secondary education must receive 15 percent of the total amount, the disadvantaged population 20 percent, and the handicapped population 10 percent. From the remaining funds for the state, four-fifths of the monies may be used for purposes that include vocational education programs, work-study programs, cooperative vocational programs, energy education programs, stipends and placement services for students with acute economic needs that cannot be met by other programs, and day care services for children of persons enrolled in vocational schools. The remaining portion of the state's allocation is used for program improvement and supportive services, of which one-fifth must be spent on guidance and counseling services.

Within each state, vocational education operates in the context of the individual local public school systems. All fifty state governments, through laws passed by the state legislatures, establish local school districts and endow them with the authority to operate public schools. Approximately 16,000 local school boards throughout the country are authorized to levy and collect taxes, engage in school construction, hire teachers, and make certain determinations of local school policy. State law, however, contains strong requirements regarding the types and rates of taxes that can be levied, the number of days schools shall remain open, the number of years of compulsory school attendance, qualifications of teachers, and the general content of curricula. Many states also ensure that the state legislature prescribes the textbooks, establishes course outlines, recommends teaching methods, establishes statewide examinations, and other issues.

The chart on the following page outlines the major components of CETA and vocational education administration from federal to local levels.

Barriers to Coordination

As CETA and vocational education personnel approach coordination of their program activities, they may encounter barriers to coordination -- barriers associated with the difficulties presented by any new undertaking, with the risks and effort involved in inter-agency cooperation, and with the differences between the two systems to be coordinated.

In anticipating a linkage effort, administrators must be aware of the problems that attend any organizational innovation. In discussing this, Gordon L. Lippitt quoted Eric Hoffer:

> It is my impression that no one really likes the new. We are afraid of it....In the case of drastic change the uneasiness is of course deeper and more lasting. We can never be really prepared for that which is wholly new. We have to

THE CETA AND VOCATIONAL EDUCATION SYSTEMS:
FEDERAL, STATE, AND LOCAL LEVELS

	CETA	VOCATIONAL EDUCATION
FEDERAL LEVEL	U.S. Department of Labor	U.S. Department of Education
REGIONAL LEVEL	DOL Regional Office	ED Regional Office
STATE LEVEL	Governor: Governor's Grant Office or Equivalent Subcontractors for Governor's grants State Employment and Training Council Balance of State Prime Sponsor Employment and Training Advisory Council	Governor State Department of Public Instruction or State Board of Education (in nine states vocational education is headed by the State Board for Vocational Education) State Advisory Council on Vocational Education State Board of Regents or Trustees for Community College System
LOCAL LEVEL	Prime Sponsor Local Planning Advisory Council for Prime Sponsor Private Industry Council	Superintendent of Education - Local School Board and School District Local Vocational Education Agency: Secondary School Post-Secondary School Vocational/Technical Institute

> adjust ourselves, and every radical adjustment is a crisis in self-esteem: we undergo a test, we have to prove ourselves. It needs inordinate self-confidence to face drastic change without inner trembling. (2)

In addition, administrators must be aware of some of the concerns that staff members have regarding the effect of participation on their clients/students, their own agencies, and themselves. The following concerns are typical of those experienced by CETA and vocational education staff when they consider a linkage project. By acknowledging their existence from the beginning, administrators can be alert to them, identify them early, and resolve them as soon as possible.

- Concern that coordination will take more time, energy, and contain a higher risk of failure than going it alone.
- Concern that coordination may threaten the agency's own identity and status.
- Concern that coordination will benefit the other agency more than one's own, i.e., that one's own agency may lose in terms of funds, recognition, or staff time.
- Concern that coordination will raise the agency's profile and thus make it more vulnerable to attack and criticism, which may result in the imposition of measures that will hurt one's own agency.
- Concern with the implications of different planning and funding cycles.
- Concern with the possibility that coordination will greatly increase one's own (personal) paperwork and reporting obligations.
- Fear of change, e.g., resentment of perceived intrusion into one's (personal) autonomy and mission. (3)

One of the most common and tenaciously held attitudinal barriers to coordination is that the proposed linkage will be detrimental to one's clients/students. For example, CETA administrators may resent having to farm out such essential activities as training, counseling, assessment, and other functions to persons whom they fear may not share their strong sense of commitment and mission. Similarly, vocational educators may resent the possible intrusion of CETA students in their classroom schedules and operations as well as the possible interference of CETA administrators with their curriculum planning and classroom instruction.

Beginning to Deal with Barriers

Overcoming attitudinal barriers arising from divergent philosophies and

training is a difficult task. Barriers may be worked through in the beginning of the project, only to arise in another form during the implementation or evaluation stages.

Perhaps one of the most important first steps in overcoming barriers is to acknowledge the size of the task of melding two agencies into a cooperative unit. As the Department of Labor has indicated in an earlier publication, "If major obstacles have been anticipated, the task will be easier, but under no circumstances will a new and different experience such as this be easy." (4)

Many specialists, however, who have analyzed organizations and their potential for coordination suggest that differences in objectives and philosophies are not necessarily detrimental to an inter-agency undertaking. In fact, they suggest that agencies too similar in outlook will face competition that will exacerbate their coordinated effort. Thus, coordinators representing different agencies can possibly conclude "vive la difference" while still being sensitive to dissimilarities that can disrupt mutual planning, programmatic, and policy efforts.

In summary, while the development of an intelligent management system, the provision for increased information exchange and communication between organizations, and the development of clear procedures are important to the coordination effort, CETA and vocational education personnel can be certain of greater success in linkage efforts if they also give careful attention to the attitudes of staff involved in the linkages, their identity needs in terms of their respective agencies, and their training and backgrounds. Overcoming attitudinal barriers can begin by asking about identity and purpose (5):

- How do we define ourselves? What are our strengths and weaknesses? What are our major goals, and how do they differ from our coordination counterparts?
- How do our counterparts define themselves? What are our mutual areas of agreement? Where do we place different emphases and have different objectives? What are the consequences of these differences for cooperation?
- What do we already have in terms of serving our clients, and what does the other agency have that we need?
- What can we get out of coordination?

Once planning and implementation of a linkage between vocational education and CETA is underway, these barriers may be partially broken down if the program is successful. It is possible, however, that barriers and attitudinal impediments to entering an agreement will continue to follow and plague the agreement as it moves toward closure.

For example, a recent study of coordination in Kentucky identified factors believed to be central to difficulties experienced between the CETA and voc ed systems: insufficient communication among the participants, turf protection, continuing philosophical differences. (6) Such problems may

manifest themselves in limited use of advisory groups, desultory representation on planning councils, and poor planning of joint activities and programs.

As mentioned earlier in this section, by anticipating and being aware of potential barriers to coordination, both CETA and vocational education administrators are in a good position to overcome them. Those who have examined and been involved in coordination efforts suggest strongly that approaches to overcoming barriers include:

- Addressing reservations that participants have at the outset, getting them out "on the table" in as frank and open a manner as possible, and identifying specific agency actions that can satisfactorily meet objections and reservations.

- Establishing a common goal and mutually agreed-upon objectives for inter-agency linkages.

- Providing evidence as soon as possible of the benefits to be realized through coordinated activities.

IV. DEVELOPING A STRATEGY FOR COMPREHENSIVE PLANNING

The term "comprehensive planning," as used in this chapter, encompasses a wide range of coordination activities, from initial steps toward the idea of coordination and initial overtures to the other agency, through preliminary brainstorming about the shape of the project and getting down to the nuts and bolts of the project details such as transportation agreements, selecting target groups, establishing training programs, and others. It includes ongoing planning, program implementation and evaluation, and follow-up and change as the result of feedback from assessment of the effort.

In contemplating coordination between their two systems, CETA and vocational education adminstrators must begin by learning about each other. program developers in each system need to know <u>how</u> the other system works, as well as <u>who</u> works in the other system.

<u>First Steps for the Vocational Educator</u>

Perhaps the single most important piece of advice for vocational educators interested in program linkage is to <u>get to know the prime sponsor</u>--the people on the staff, their positions, their concerns. Experienced administrators know that while books and articles on program development and proposal writing may prove useful, they cannot rival a positive relationship with the CETA planning people as a prerequisite for cooperation (1).

Vocational educators may wish to work with prime sponsors operating at the city, county, consortium, or balance of state levels. Within the prime sponsor organization, educators need to identify and then contact the person responsible for CETA planning efforts; through that person it can be determined whether it would be necessary and appropriate to involve other CETA personnel, such as Title VII private sector specialists, in the initial meeting.

The educator may wish to include on the agenda for the initial meeting an introduction and orientation to the educational agency or institution, a discussion of the funding cycle of the prime sponsor, currently funded CETA programs, and future funding prospects. Because prime sponsors are required by law to serve community residents who are unemployed, underemployed, and economically disadvantaged, it is important that educators learn how target groups are now being served by the prime sponsor, and how they will be served in the future. Educators may also want to find out about the prime sponsor's criteria and timetable for funding decisions, since most requests for funding will be handled according to this schedule.

In brief, the kinds of information that the educator should obtain from the CETA planner include:

- CETA projects currently operating in the community. This information will enable the educator to determine the services already available and avoid a proposal that would duplicate existing services.

- Reaction to specific activities that the educator might have in mind for a joint effort.

- Aspects of the political system that affect CETA decision-making. Each prime sponsor has an advisory planning council and youth council composed of community representatives who advise and make recommendations to the prime sponsor, and a Private Industry Council composed mainly of business and industry representatives.

- The general budget of the prime sponsor's governing board, e.g., the city council or the board of supervisors.

- Procedures used by the prime sponsors to request proposals from the community for employment and training activities. Some prime sponsors use the standard request for proposal (RFP) procedure to identify a specific service or program needed. Some prime sponsors require a public hearing process, or request that proposals be delivered directly to the governing body. Whatever the review process used by the prime sponsor, the educator can request to be placed on the prime sponsor mailing and contact lists to ensure notification about any program development and funding activity.

If the educator wishes to be included on the list of potential service deliverers, he or she should notify the prime sponsor in writing. The letter should describe the types of services and activities that can be provided, and should contain information on the numbers and types of persons served in the past.

By obtaining copies of the prime sponsor's current annual plan and those from previous years, the educator is better able to map the local employment and training terrain. From these documents it is possible to learn what agencies have delivered services to the prime sponsor in the past, and to learn about the organizational network already in place.

Appendix A contains a letter which illustrates how a vocational-technical institute in the State of Washington presented its case to a local prime sponsor. In developing a relationship with CETA, the vocational educator should keep in mind that changes have occurred and will continue to occur within CETA in terms of both legislation and federal regulations. The educator should remember that the CETA legislation mandates a role for vocational education in the planning process, and should let elected officials and CETA staff know that vocational education wants to be represented on the prime sponsor planning council, the Private Industry Council, and other appropriate bodies. (2)

There is great potential for creativity and innovation in coordinating programs between the CETA and vocational education systems. An effort should be make to keep on top of what is happening throughout the country and to assess its relevance to the individual state or local situation. Sources of information in addition to those of the local prime sponsor should be checked (e.g., the Office of National Programs in the Department of Labor's Employment and Training Administration). The vocational educator should keep in mind that funding is available for programs dealing with a variety of target groups, including homemakers and persons with particularly severe disadvantages, and for innovative programs to link education/training and private sector employers.

Along with getting to know as much as possible about the prime sponsor, the vocational educator should try to anticipate the reaction of the system to the coordination effort.

Whether an occupational dean in a community college, a high school program administrator, or director of a skill center, the educator should think about his or her system in terms of the persons likely to support external involvement and coordination, and those who will probably oppose such linkage. It may be advantageous to canvass those who will likely be supporters, to obtain their ideas about the proposed coordinated effort and how best to approach it. It is always a good idea to anticipate the objections of potential adversaries, and to attempt to resolve them. If it appears that adversaries can and will try to block an effort at coordination, the educator should explore possible incentives to secure their support. Would it be possible to win support by giving them the opportunity to participate in the planning of coordination? Would additional information change their minds? As experts have suggested, "If your efforts fail to bring adversaries around to your way of thinking, don't be overly concerned. Remember, any organizational change is bound to be threatening to some people. Remember that at this juncture in the history of vocational education, there is a greater need for people with new and innovative ideas than for protectors of the status quo." (3)

First Steps for CETA Staff

The CETA planner responsible for developing cooperative programs with vocational education should first become acquainted with the school districts, community colleges, skill centers, and other deliverers of vocational education in the prime sponsor's geographical area. Initial contacts may include the administrator in the school superintendent's office who is responsible for program development and planning; the director of vocational-technical education; members of the schools' special education staff. The CETA planner may wish to identify a committee of teachers and administrators responsible for program development.

The CETA planner should know how decisions are made in educational institutions. Commitments of education funds must generally be approved by the school board. The budgeting process for each school year is highly structured and follows a strict timetable.

If a school system or institution has not participated in CETA programs in the past, the CETA planner must be willing to devote time to building a cooperative relationship. Any existing CETA/voc ed relationship, such as involvement of school personnel on the prime sponsor planning council, may be used as a base for further cooperation.

In approaching school system personnel, the CETA planner should have a clear idea of the kinds of services needed. Once these have been spelled out for school personnel, the planner should seek as much information as practical about the ongoing programs, and should attempt to determine:

- The extent of flexibility in programming and curriculum possible in the schools and institutions under consideration, as provided under their rules of operation; and
- The relative enthusiasm of the persons who would be directly responsible for the CETA/voc ed program.

It is possible for CETA personnel to arrive at creative and effective programs by simply examining the objectives of the prime sponsor, setting these forth in a clear presentation to the administrator of vocational education, and talking through the possibilities. (4)

A Summary of Questions Both CETA and Vocational Education Staff Members Should Ask Themselves (5)

1. What components of my agency will be most affected by coordination?
2. What will be the direct effects of coordination (e.g., commitment of staff time, resources)? What will be the indirect effects of coordination (e.g., effect on the budget, payroll)?
3. What about the probable willingness of my own organization to cooperate?
   a. Which persons will be most supportive of linkages? Why?
   b. Which persons will offer the most resistance? Why?
4. What, if any, performance goals of my organization will be affected positively or negatively by coordination?
5. What, if any, internal organization "political" isues will affect linkage efforts? What are the consequences of their effects for the organization, for the linkage effort, for me personally and professionally?
6. Do we now have professional or working relationships with anyone in the counterpart organization?
7. Is there a history of coordination attempts between the two organizations that might enhance or interfere with the current proposed

coordination?

8. What other organizational relationships, such as planning councils and advisory groups, need to be taken into account when pursuing coordination?

9. What, if any, procedural requirements exist to pose obstacles to coordination? Is there a history of attempts to modify possible procedural barriers? What was the outcome? Who in the organization can effect procedural modifications? How long might it take, and what are the costs?

10. Which persons in the counterpart organization are in a position to make the kinds of decisions that will be needed in order to accomplish the linkages that are proposed?

Planning and Coordination: The Legal Requirements

The CETA regulations contain requirements for prime sponsor program planning. The provisions cover the planning process, the establishment and utilization of planning councils, and the review and comment procedures to be followed before the plan can be submitted for approval by the Department of Labor.

The Comprehensive Employment and Training Plan (CETP) required by designated prime sponsors in order to apply for financial assistance is of direct value to CETA staff in the planning of coordination.

- It requires that the prime sponsor identify target groups and the training they need in order to become employable; this information is of great importance to the CETA planner in the evaluation of the kinds of service deliverers available for coordination. It can enable CETA planners to focus precisely upon the match between their training needs for clients and the services available from the voc ed agencies.

- It sets forth a series of management steps for setting goals, defining objectives, implementation, and review and evaluation which, if followed, have the potential to increase program effectiveness and improve linkage efforts.

The CETP consists of two distinct parts--the Master Plan and the Annual Plan. The Master Plan constitutes the long-term agreement between the Department of Labor and the prime sponsor and describes the overall administrative and programmatic arrangements for the prime sponsor's activities. The Annual Plan is the prime sponsor's yearly plan for providing activities and services to the eligible population.

The required portions of the Master Plan of special importance to the CETA planner and the vocational educator engaged in program coordination are the narrative description of:

1. The geographic area served by the prime sponsor.

2. The portion of the local population which, because of employment status and income, is potentially eligible for the CETA programs; demographic descriptors include sex, age, and race/ethnic.

3. The local labor market and economic conditions. This provides an outline of the industrial and occupations composition of the area by principal industries and occupational categories, including manufacturing, apprenticeable trades, commerce, small as well as large-scale enterprises, agriculture, extractive industries, and public sector career field and jobs. For each major occupation and industry the prime sponsor must indicate the current demand for labor, an estimate of the future labor supply and demand (if available), the date for which the demand and supply has been projected, and the availability of training in the occupation for local residents, funded from sources other than CETA.

4. A discussion of the general skills and abilities which the unemployed, especially the long-term unemployed, must develop in order to become employable in the career fields and jobs that hold the greatest potential for expansion in the labor market. For example, the prime sponsor is expected to include in this portion of the narrative the minimum entrance requirements relating to educational attainment, tool familiarity, and aptitude testing. The prime sponsor must also indicate what additional vocational preparation is needed in order to achieve placement (e.g., state certification, union membership, minimum hours of apprenticeship experience).

   This section in particular can be of value to the CETA planner responsible for the achievement of CETA/voc ed linkages, in that it can be used to provide vocational educators with specific information on skills needed by CETA clients -- skills which could be developed in vocational training programs.

5. Provision of information relating to intake, assessment, services, job placement activities, and the targeting of programs:

   - A summary of the system to identify, recruit, and select CETA-eligible persons;

   - A description of how the prime sponsor makes use of alternative working arrangements, including flexible or part-time scheduling or work sharing in order to serve persons who would otherwise be precluded from participation;

   - A brief description of how participant employability plans are developed and used to determine the training, work, and services that best fit each participant's needs;

   - A discussion of the basic arrangements that the prime sponsor has made for counseling, other services for

participants to develop employability, job search assistance, and any other special activities or programs planned to orient CETA clients toward and prepare them for the responsibilities of jobs not subsidized by CETA;

- A description of job development and placement services and how these services relate to and are coordinated with other area employment and training opportunities not provided under CETA.

Choice of Delivery Agents

The Master Plan must contain specific information on choice of delivery agents and coordination. This information is of importance to both the CETA planner and the vocational educator, because it sets forth the decision-making method expected of the prime sponsor and the kinds of information that must be reported about the process and the final decisions on service deliverers.

The responsibility of the prime sponsor in the Master Plan is to describe:

1. Procedures for reviewing services and facilities available, with or without reimbursement from CETA, and procedures for integrating these into the program. Agencies which the prime sponsor must consider are the state employment service, the state vocational education and vocational rehabilitation agencies, women's organizations, state and local public assistance agencies, area skill centers, local educational agencies, community-based organizations, post-secondary training and educational institutions, state apprenticeship councils, other public agencies, private agencies, business organizations, unions, schools or vocational institutions which can, at comparable cost, provide substantially equivalent training or services.

2. Criteria used to measure effectiveness and to identify programs of demonstrated effectiveness, including how special consideration is given to employment and training programs operated by community-based organizations.

3. Procedures and criteria used for selecting service deliverers from the list of potential deliverers, including existing local services and facilities available with or without reimbursement from federal, state, and local educational and other agencies.

4. Summary of agreements with local or state educational agencies or postsecondary educational institutions to provide activities or participant services under CETA. Where applicable, the prime sponsor must include specific agreements and procedures to give academic credit to CETA participants for training and other experience obtained through the program, including all special agreements developed according to the requirements of youth

programs. The discussion must also indicate whether local agreements on academic credit have been approved by the appropriate state educational agency.

5. Procedures used to ensure the participation of and consultation with local educational agencies, vocational education agencies, community-based organizations, federal and state agencies, organized labor, apprenticeship programs, business and other institutions and organizations, including women's organizations.

6. Arrangements for the use of skill centers established under the Manpower Development and Training Act of 1962, and efforts to promote the maximum feasible use of apprenticeship or other on-the-job training opportunities available for veterans.

7. Methods and arrangements which will be used to ensure the fullest possible utilization of other facilities of local education agencies in the provision of instruction in basic cognitive skills and in the development and implementation of programs.

8. Evidence that in the development of coordination planning, the prime sponsor has engaged in a continuing process of consultation with interested groups in the area not directly represented on the prime sponsor's planning council, including local advisory councils established under the Vocational Education Act. (6)

Those who must review both the Master Plan and the Annual Plan submitted by the prime sponsor include the State Employment and Training Council and the prime sponsor planning council. By law, the state council must include the representatives of service deliverers, including one representative of the State Board of Vocational Education and one of the State Advisory Council on Vocational Education. The prime sponsor's planning council must include vocational education agencies and other education and training agencies and institutions.

Working Out Initial Differences

Effective joint planning for program coordination can begin with a meeting in which both CETA and vocational education representatives face squarely the potential barriers to the coordination enterprise. These barriers may include fears and resistance that stem from philosophical differences about training and employment, differing perceptions about techniques and processes, anxiety about the effects of coordination upon one's professional status and agency, complications that arise from different funding cycles, and fear of change. Most of the evidence suggests that the most difficult obstacles to overcome in linkage efforts boil down to such factors as incomplete understandings, personality conflicts, envy, jealousy, fear, and anxiety -- factors which result in strenuous efforts at turf protection, and other human manifestations of fear in the face of the new and different.

CETA and vocational education planners must recognize that such

attitudes and feelings are common to inter-agency undertakings in any area. Having brought these attitudes and differences to the table, they can then identify the most important and make an effort to resolve the underlying conflicts. Only then can coordinators move ahead to the details of program coordination.

A number of steps to resolve differences may be taken: (7)

- Discuss major obstacles perceived by the CETA and vocational education program developers and planners.

- Do not focus only on differences of educational philosophies, clients served, funding cycles, and others; realize, as well, the common characteristics of CETA and education: 1) both systems are more or less autonomous; 2) both are founded upon an established system of strong local control; and 3) because both CETA and education staffs realize that the immense social and educational needs of their participants/students will always require more resources and time than are available, both are accustomed to improvisation, imaginative shortcutting, innovation, and any possible reward that might come from pooling resources in a co-sponsored project.

- Realize that a cooperative project is a way of covering the gap between the two traditional service areas that are represented.

- Designate at least one person in each system to be responsible for overall project coordination; this includes seeing that meetings are scheduled and that agendas are developed. Such centralized guidance ensures that all facets of the project have the undivided attention of at least one person.

The experience of administrators involved in inter-organizational planning and coordination also suggests that those approaching coordination should ask the following questions of themselves and of each other: (8)

- In the interagency plans, how much emphasis will be given to the philosophies and programs of the participating agencies?

- How much of each agency's resources, including funds and staff, will be committed to the linkage?

- How much control will each agency be able to exercise over the operation of the coordinated activities?

- To what extent will the procedures developed for coordination of activities reflect those of the two parent agencies?

- How much credit will each agency receive from successes in the coordinated effort, and how much blame in the event of failure?

Devising Service Strategies: Joint Programming

Once CETA and vocational education staffs have clearly identified the target groups they intend to serve in a joint project, they must hammer out the plans for service strategies, i.e., determine together the best approaches to meeting the needs of the targeted groups. Basic activities required in this aspect of planning include a review of the resources available for programs and a discussion of the expectations of CETA and vocational education administrators concerning specific program details under consideration.

Components of service strategies that may be devised for coordinated CETA/voc ed projects include: work-study, basic skills training, GED instruction and testing, child care, career development field trips, work adjustment training, occupational therapy, language classes, summer jobs, career counseling, job sampling, transportation, job development, job placement, sheltered workshops, work experience, and classes for the learning disabled.

CETA regulations, for example, suggest

> Coordinating programs of jobs and education, enabling clients to work for a private employer while enrolled in an education program they suggest;
>
> Conducting innovative education programs for youth in secondary and post-secondary schools, to coordinate education with work in the private sector.

Thus, under CETA regulations, the prime sponsor and local vocational education personnel could enter into an agreement for:

- Classroom training;
- On-the-job training in the public or private sector for persons in the work force (OJT could be coupled with other CETA activities, which would give vocational educators an oppportunity to develop related instructional programs);
- Work experience in a short-term or part-time assignment with a public or private nonprofit organization, to increase employment potential by developing good work habits and basic work skills;
- Direct services to clients, including supportive services such as financial counseling (9).

In this phase of a coordinated project, the prime sponsor must communicate a clear and precise understanding of the needs of CETA clients, i.e., the client services expected and needed from vocational education. In turn, the vocational educators must be able to communicate the extent to which they understand the needs of the CETA prime sponsor, their ability to meet those needs, and the steps they intend to take to institute the needed services.

Based on experience in adapting individual vocational education programs at the secondary and post-secondary levels to meet the needs of CETA clients, the following points should be kept in mind: (10)

1. Do not assume that the needs of area employers and the needs of CETA clients are identical.

2. Remember that the cultural backgrounds and experiences of CETA clients may be different from those of persons who have traditionally been served by vocational education programs. Typically, the CETA client is an out-of-school youth who has failed in traditional education systems and who perceives that the established educational system can meet few, if any, immediate needs. In addition, the CETA client often comes from a low-income family, which may have prevented his/her seeking occupational training from sources outside public education. It is also possible that the client entered the labor market in a low skill, low paying, high turnover occupation--a situation which may have repeated itself several times so that the client has a history of failure in the world of work. Moreover, the client may be married and/or have dependents to support, meaning that immediate employment, not necessarily productive employment, is needed. For CETA clients out of work, short intensive skill training with immediate placement may be extremely appealing. Thus, the CETA client may well be receptive only to intensive programs that provide skill training with little or no desire for elective courses that do not have direct relationship to the skill sought. Finally, because of limited experience in public education, or limited success in public schools, CETA clients often need remedial courses to increase basic skills needed for skill training success and subsequent employment. Incomplete skills in reading, writing, communication, and basic math may prevent success in even basic occupational training; in addition, the client may have physical or health-related problems that hinder employability.

3. Course planning should include business and industry representatives in order to increase the effectiveness of the training and the possibility of good placement.

4. Major factors in choosing instructors to work with CETA clients are adequate trade skill and knowledge, as well as the ability to relate to persons with diverse backgrounds.

5. In order to provide needed flexibility, programs should be open-entry/open-exit.

6. Courses for CETA participants should be client-centered in design in order to allow instructors to give needed consideration to individual client needs.

Thus, key questions for the CETA prime sponsor staff to resolve with vocational education counterparts include those relating to the following issues: (11)

- Program Offerings and Design

  Will the total school offerings be available to CETA clients, or will clients be restricted to certain programs? The advantages and disadvantages of open admission for CETA clients must be discussed by coordinators, including the possible disadvantage of turning course differentiation into a caste system composed of in-school youth and CETA clients.

  In regard to design of programs: To what extent can programs of occupational education be tailored for the CETA client who needs a short-term course that focuses upon essential trade skills? To what extent can pre-employment skills be incorporated into classes that do not generally include this component in their content?

- Selecting of Classes

  Can the vocational education program give the CETA client the option of selecting either a day or night training program? Community colleges have long recognized the potential of "unused facilities" and have developed extensive evening classes; CETA staff developing a coordinated effort with secondary education may need to explore this possibility with their counterparts. Many secondary vocational schools currently offer adult evening classes in a number of trade areas. The transition from "hobby classes" to "occupational classes" could be accomplished by changing the content to a more in-depth examination of occupational skills and by increasing the amount of class time. Schools thus have the potential for making fuller use of their facilities while providing existing instructors, or substitutes, with additional income.

- Program Flexibility

  To what extent are vocational educators willing and able, without conflicting with approved curriculum guides developed either at the state or local level, to tailor the specific content of courses to the needs of the CETA client? To what extent are the vocational educators able to be flexible in determining that a client has completed a course? According to one expert, "Once the client has demonstrated proficiency in performing a particular task, the client should be released from the program. Any degree of proficiency above that needed for employment can be obtained on the job while being paid!" (12) Flexibility of time spent in class is another area for decision: If program personnel will agree to identify the level of proficiency needed for entry level employment and then allow the client to enter the job program after attaining the necessary proficiency, they will have allowed adequate program flexibility for CETA clients.

- Instructional Strategies

  To what extent can instructional strategies be tailored to the CETA client? In selecting the content and techniques of instruction, a general rule of thumb is that the clients determine the type and not the content. Specifically, instructional strategies for the CETA

V. THE CETA/VOCATIONAL EDUCATION FORMAL AGREEMENT

The components of each formal agreement between CETA prime sponsors and vocational education programs for coordination will vary. They depend upon factors such as the conditions of the labor market, characteristics of potential CETA clients, resources and capabilities of the vocational education service deliverers, and the goals, objectives, and needs of both parties. The agreement is important to the coordination arrangement as a document which establishes legal and programmatic parameters and formalizes mutually agreed-upon goals and activities for implementing them.

Purpose of the Agreement

The purpose of the formal agreement is to provide a clear and explicit statement of mutual goals, responsibilities of the parties involved, and ways of measuring the extent to which those goals have been reached and responsibilities satisfactorily met. Despite individual variations, the inclusion of selected kinds of materials is crucial to the agreement's effectiveness in achieving coordinating. These include:

- The statement of mutual goals and objectives;
- A work statement which sets forth the responsibilities and activities of each party to the agreement;
- Procedures for monitoring and evaluation of the project, including performance standards;
- A budget which details line item expenditures;
- Mechanisms for making payments;
- Provisions to cover such contingencies as amending or terminating the contract.

If the steps for joint planning suggested in the preceding chapter have been followed, the formalization of the terms of the relationship in the agreement will flow from the consensus reached in the planning stages. If differences between parties are exacerbated by writing the agreement, the parties may then need to go back to the planning stages to work out fundamental disagreements.

Agreements are individualized expressions of the parties' intent to coordinate goals and services. They vary in terms of whether or not they are financial or non-financial, broad or specific in language, and in terms

client should incorporate short, concise, effective learning experiences. Instruction that uses small integrated components with performance modules that allow students to proceed at their own pace has proved effective with CETA clients.

- Open-entry/Open-exit Programs

The advantages of the open-entry/open-exit approach include:

--Ability of programs to accommodate unexpected enrollment growth;

--Ability of programs to respond to immediate employment needs in community;

--Allowing clients to be prepared and available for work at staggered intervals;

--Allowing clients with a desire for immediate employment to complete programs as quickly as possible.

The success of the approach depends upon the instructor's ability to identify clients' individual needs and to counsel clients regarding the proper time to leave the program.

- Placement Services

To what extent can the vocational education system provide effective placement services to CETA clients, including placement for summer employment, part-time employment and after-school employment? A comprehensive placement service must provide follow-up services beyond the date of initial employment, to encourage job retention and smooth potential adjustment problems.

- Instructor In-Service Activities

To ensure that instructors will be responsible to the needs of CETA clients and sensitive to their situations, those chosen to participate in the CETA effort must receive orientation to CETA clients and their characteristics. Instructors should be able to demonstrate knowledge of appropriate learning strategies, effective teaching techniques, and potential areas of skill deficiencies experienced by CETA clients.

of the elements included in the document. Agreements are required by CETA and are considered by many practitioners to be a healthy addition to any kind of cooperative effort. Because the agreement is a CETA requirement, it orginates with the prime sponsor and is signed by at least two parties--the representative of the political division served by the prime sponsor and the representative of the local school district or vocational education agency. Depending upon the particular project and the requirements of the prime sponsor, other parties may also be asked to sign the document.

Components of the Agreement

Again, while the form and content of agreements will differ, coordinators may wish to include most or all of the following items in their formal agreements:

Rationale for the Agreement and Names and Responsibilities of the Parties

This initial section should set forth the basic reason for the coordination agreement and include the names of the prime sponsor and the vocational agency selected to deliver services. Possible language might be:

> In order to meet the goals of providing job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons by providing training and other services that can lead to maximum employment opportunities and enhance self-sufficiency, the (name of prime sponsor) in (city) , (state) , and the (name of agency for delivery of vocational services and training), in (city) , (state) agree to cooperate in the provision of services to individuals eligible for assistance under the Comprehensive Employment and Training Act of 1973, as amended, and the Vocational Education Act of 1973, as amended, according to the terms and conditions which follow.

Broad Goals and Flexibility

This part of the agreement can include a general description of the basis responsibilities of the parties to the agreement. The following discussion of responsibilities is adapted from an agreement in the State of Louisiana.

A. The (name of prime sponsor) offers the following components:

1. Work Experience - this is a short time work assignment with a public employer or a private nonprofit employer, designed to enhance the client's future employability.

2. Classroom Training - Conducted in an institutional setting, this training provides individuals with technical skills to perform specific jobs. Also, less-than-class type training, where the number to be trained is too small to form a class, is sometimes

available.

3. On-the-Job Training - Conducted in a work environment, this training is designed to provide the individual a bonafide skill or qualifications for a particular job by actual experience on that job.

B. The (name of vocational education agency) agrees to:

1. Provide direct placement service to applicants or participants referred by the CETA agency;

2. Refer to CETA any interested persons who may benefit from CETA services;

3. Establish temporary work experience slots.

The prime sponsor and vocational education agency may wish to include a general statement about flexibility in this section or elsewhere in the agreement. An example might be: "Because of the innovative and experimental nature of this program, the parties agree to exercise flexibility in response to changing conditions and as experience in the program suggests. We agree to discuss problems as encountered and to resolve them as quickly as possible."

Maintenance of Effort

Parties to the agreement may also want to include a "maintenance of effort" clause, such as: "It is agreed and assured by the parties to this agreement that services to be provided with funds made available under the Comprehensive Employment and Training Act will not supplant, but rather will supplement, services already provided with federal, state, and local funds."

Definitions

The coordinators may wish to include a set of definitions, such as "enrollee," "program participation," "graduate," "graduation from project," "coordinator," "services," "target groups," and others that they feel are necessary to full understanding and implementation of the terms of the agreement.

Examples of definitions used in a formal agreement for a coordination project in the State of New York are:

1. Dropout shall mean the circumstance of a client's termination or removal from the assigned program prior to his or her achievement of the full course requirements and objectives.

2. Enrollment shall mean the actual point in time at which a client who has previously been assessed, screened, and referred to the contractor by the prime sponsor-designated CETA referral agency for vocational training is actually accepted for classroom instruction

The following list suggests the types of outcomes that might be established within broad program goals, and suggests how performance criteria might be quantified and used.

Objective 1: To enroll a selected number of youth in various program components and activities and to establish a loading schedule for each.

Performance Criteria: Seventy percent of all students enrolled will receive counseling services. Ninety percent of all students who participate in the career employment experience component will be placed in initial work site by (date) .

Objective 2: An increased number of students will receive high school diplomas or GEDs as a result of participation.

Performance Criteria: Seventy-five percent of all students enrolled will take the GED examination, earn a GED, or graduate from high school.

Objective 3: An increased number of students will receive academic credit for work experience.

Performance Criteria: Eighty percent of all students enrolled in work experience or on-the-job training will work in appropriate settings for a sufficient number of hours to earn at least one unit of academic credit.

Objective 4: Improvement will be made in students' attitudes and job performance based on evaluations by supervisors, counselors, and teachers.

Performance Criteria: Ninety percent of all work experience students will earn a favorable rating from their work supervisor, counselor, and/or teacher.

Objective 5: There will be improvement in the quality of jobs and an increase in the number of students placed in permanent jobs following program completion.

Performance Criteria: Seventy percent of those who complete the program will be placed in unsubsidized jobs following graduation.

Starting salaries for persons placed in unsubsidized jobs will average $ per hour.

At least five percent more students will be placed in jobs after completion of the semester than were placed in the previous semester.

Objective 6: The school dropout rate and amount of absenteeism will be reduced.

by the contractor and completes one full day of instruction in a state-approved course of study.

3. Group Project shall mean a class-size group of ten persons or more enrolled in a single occupational course.

4. Instructional Hour shall mean an instructional unit of time consisting of a minimum of fifty minutes and a maximum of sixty minutes.

Specific Services Covered by the Agreement

Formal agreements should enumerate the services that will be provided during the period covered by the agreement and should include details that the parties feel are necessary. For example:

> The (name of vocational education agency) with assistance from (name of any assisting agencies or boards, if applicable) will provide the following services to the clients of (name of prime sponsor):
>
> - On-the-job training;
> - On-the-job and after-work job counseling;
> - Occupational information;
> - Work experience;
> - GED preparation;
> - Transportation;
> - Tutoring;
> - Daycare services;
> - Long-term career planning.

Specific Outcomes and Performance Standards for Services

The CETA prime sponsor and the vocational education program should build upon the specific objectives of the agreement by establishing expected outcomes of services delivered. They may be specified in detail or more generally, but when possible, they should be quantifiable and set forth by program component, such as job placement or counseling. Measurement of the extent to which performance standards and expectations have been met will vary. In some instances, coordinators may be able to compare actual performance data with anticipated outcomes, or they may use appropriate testing, personal observations, or discussions with clients. The quantification of specified outcomes will allow the parties to determine the extent to which their objectives are being met, and pave the way for changes, where necessary.

Performance Criteria: The dropout rate of students enrolled in the component will be at least 10 percent lower than the dropout rate for students in grades 9-12 in the city public schools.

The dropout rate for this component should not exceed 10 percent of total enrollment.

Objective 7: There will be substantial improvement in the academic performance of enrollees.

Performance criteria: Ninety percent of the students enrolled will average 1.0 grade increase in reading or mathematical level.

While performance standards provide a quantifiable means for measuring program results, they are difficult to develop. It is important not to become overly concerned about percentages and other quantifiable standards and neglect the intangible and nonquantifiable benefits of programs that are difficult to measure. The development of performance criteria, therefore, should be carefully considered, evaluated along the way, and kept in perspective.

Management Plan

The formal agreement has the potential of serving CETA prime sponsors and their vocational education counterparts as an important management tool, setting forth essential information on the organizational structures that will be coordinated, staff responsibilities and positions, and monitoring systems. Although not all agreements contain such information, evidence from many practitioners suggests that it can aid the coordination process. Components of this section may include:

- Organization Chart: An illustration of the staffing of the program described in the agreement, together with an illustration of the location of program staff within the larger organization of the agency.

- Staffing: A description of the staff positions in the program, with names, amounts of time to be devoted to the effort, and salary ranges. The person(s) in each agency with overall responsibility for the inter-agency coordination should also be identified.

- Administration: Procedures and policies established for program administrative matters such as supervision and personnel activity, as well as any joint administrative procedures developed for the coordinated effort.

- Internal Monitoring System: A description of the system to identify and correct problems and to strengthen the effectiveness of the program. This section can include a description of the methods that will be employed for internal monitoring.

- External Monitoring System: If the program described in the agreement has established a local program advisory committee or similar monitoring group, it should be described in the agreement. Composition, level of activity, and functions may be included in the description.

Budget

An itemized budget should be considered an essential element of a formal CETA/voc ed agreement. Categories in which costs will be incurred must be clearly illustrated.

Because the Department of Labor recognizes that the method by which operational costs are handled is critical to the development of the joint CETA/voc ed agreement, it is emphasized that the joint agreement should state the following:

- The method of payment to all subcontractors covered under the agreement;
- The frequency by which requests for payment may be submitted;
- Deadlines for the receipt of requests for payment;
- Certification provisions;
- The proper form to be used in requesting payment.

The agreement should identify the authorized staff person or agent who will be responsible for the proper accounting procedures for both parties to the agreement. Where the parties to the agreement consider it appropriate, directions for establishing special bank accounts may also be described in the financial section of the agreement. Following is an example of language that covers payment provisions and financial responsibility.

> The Prime Sponsor shall reimburse the Sub-Grantee for the Sub-Grantee's On-the-Job Training Program upon receipt of a monthly itemized invoice from the Sub-Grantee specifying the costs incurred by the Sub-Grantee for the operation and administration of the Sub-Grantee's On-the-Job Training Program during the previous month. Such itemized monthly invoices shall be due and payable by the Prime Sponsor to the Sub-Grantee at intervals specified in the invoice provided, however, that the Prime Sponsor shall not reimburse the Sub-Grantee for any costs incurred by the Sub-Grantee which are not in accordance with the Sub-Grantee's Program Planning Summary and Budget Information Summary.
>
> The Sub-Grantee shall certify in writing to the Prime Sponsor a statement of fiscal responsibility which shall:

1. Designate the title of an authorized officer or agent of the Sub-Grantee who shall be responsible for the proper accounting and management of the On-the-Job Training Program funds received by the Sub-Grantee from the Consortium; and

2. Designate a special account for the deposit of training funds received by the Sub-Grantee from the Prime Sponsor in instances where the Sub-Grantee is not a governmental unit.

Appendix B contains examples of budgets and financial provisions assembled by the Minnesota CETA/Education Task Force. These illustrate approaches that can be taken to the presentation of financial information in agreements.

Procedures to Cover Contingencies

A final section of the agreement may cover contingencies such as provisions for re-contracting, for amending the contract, and for termination of the agreement. For example, the following language could be used in regard to termination:

> The agreement may be terminated by either party hereto by written notice to the other given at least thirty days prior to the date of desired termination. In the event of such termination, no further reimbursements by the Prime Sponsor shall be due except for past due obligations hereunder.
>
> The Prime Sponsor reserves the right to reopen negotiations within thirty days following the execution of the Sub-Grant for the purpose of negotiating program performance standards.

VI. ONCE COORDINATION IS UNDERWAY

In a previous publication, the U. S. Department of Labor has suggested the following for coordinators of CETA and vocational education programs:

> Once the coordination arrangement is underway, the challenge to all participants is keeping the initiative moving forward despite whatever obstacles may arise. If major obstacles have been anticipated the task will be easier, but under no circumstances will a new and different experience such as this be easy. (1)

CETA and vocational education staff can work to ensure the effectiveness of an operating program through such measures as sharing information, frequent communications, joint meetings for monitoring and evaluation of the program, flexibility in programmatic change, and working to increase knowledge about the other's system. Periodically, planners and program operators may want to meet to determine the extent to which both short-term and long-term goals are being met, and to develop methods for change, if necessary, to ensure that goals are approached more closely.

Administering Coordination

A common characteristic of successful coordination of CETA and vocational education is commitment to joint activities and joint planning. Programs that work best are those that ensure that CETA and vocational education personnel participate in a joint planning process and in joint review of the plans as they are developed; they ensure that personnel agree on ways of evaluating the program, and participate in joint monitoring and evaluation activities. When problems arise, teams composed of vocational education and prime sponsor staff jointly assess problems and develop recommendations for solutions.

Establishing Procedures and Policies

The use of memoranda of agreement, a procedures guide, an operating handbook, and similar materials can be useful in promoting coordination.

Just as an initial memorandum of agreement is important at the beginning of the project--setting forth what each agency has agreed to do to carry out the undertaking--so the development of further memoranda of agreement appears to be helpful in subsequent stages of the program.

In addition, CETA and vocational education personnel may want to formulate a procedures guide. Such a guide may be valuable because of disparity of funding cycles, report requirements, and systemic responsibilities of CETA and vocational education staffs. A guide should contain clear and concise directions for developing, implementing, and operating coordinated efforts. It should build upon the formal agreement, going into more detail in describing the procedures to be used in the undertaking.

CETA staff and vocational educators may also choose to develop an operational handbook, either as part of the procedures guide or to supplement it. Some coordinators have found it helpful to hold a training session for those who will be working together in the project, to present highlights of the written guides and to suggest how to use them. The agenda for a training session might include a discussion of the rationale for certain procedures. For example, coordinated CETA/voc ed programs require a variety of verifiable data. A CETA coordinator's explanation of the rapidity with which CETA regulations can change may increase the vocational educators' understanding and acceptance of changes that occur, the need to record information carefully for later reports, and the importance of specialized data--not only to meet federal requirements, but to offer valuable material for future planning and refinement of the program.

Utilizing Information and Technical Assistance

A number of sources of potential assistance are available to those involved in coordinating CETA and vocational education programs. Each party should assign at least one person the responsibility for:

- Exploring the kinds of services and materials available from federal, state, and regional levels in their respective systems;
- Bringing pertinent materials to coordination meetings for discussion and evaluation;
- Obtaining the technical assistance and information necessary.

Vocational educators can explore the potential resources of the U.S. Department of Education, their State Department of Education, and their State Advisory Council on Vocational Education. CETA planners should determine the assistance available from the U.S. Department of Labor Regional Office, the State Employment and Training Council, and similar bodies.

A source of planning and program operating assistance is the National Occupational Information Coordinating Committee (NOICC). Established by the Vocational Education Amendments of 1976, NOICC is charged with:

- Using program data and employment data to improve coordination between, and communication among, administrators and planners of programs authorized by the 1976 Vocational Education Amendments and the Comprehensive Employment and Training Act, employment security agency administrators, research personnel, and employment and

training planning and administering agencies at the federal, state, and local levels;

- Developing and implementing an occupational information system to meet common occupational information needs of vocational education programs and employment and training programs at the national, state, and local levels. This system must include data on occupational demand and supply, standardized estimating procedures, and standardized occupational classifications;

- Assisting the State Occupational Information Coordinating Committee (SOICC) established in each state.

As a state-level example, the SOICC in Alabama assembles planning data on the labor market, including unemployment statistics, demographic information, data on vocational education enrollments, and other information of potential value to CETA and vocational education personnel. The brochure pages reproduced on the following page outline some of the data available from the SOICC, and illustrate the Alabama approach to publicizing the program.

Sharing Information

To the extent possible, the CETA and vocational education agencies involved in coordination must exchange information to increase the knowledge each has of the other's programs, of federal requirements, and of other subjects pertinent to the effort. In some programs, vocational education agencies and CETA prime sponsors have developed a systematized information-sharing capacity, including the linking of vocational education data systems with prime sponsor data systems.

Improving Programs

CETA and vocational education coordinators across the country have developed program improvement efforts designed to increase mutual understanding of responsibilities and to smooth the coordination effort. Some ideas that have been generated for increased understanding include:

- Providing in-service training for CETA administrators and for vocational educators, to increase their knowledge of the goals of coordination, and/or instituting a series of credit courses on CETA/voc ed coordination at the continuing education, undergraduate, or graduate level. For example, the School of Management at the State University of New York at Buffalo produced a monograph containing the basis for a course outline for CETA and vocational education administrators. The course is described as follows:

> This seminar experience will attempt to develop an interface between vocational education programs, both

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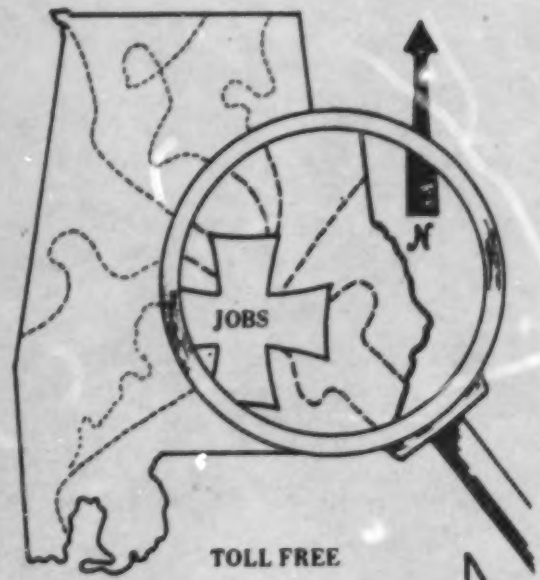

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public and private, and manpower personnel, including those administering CETA programs. Major concern will center on the need for articulation between program sponsors and those who administer programs that have the capability of being able to deliver such services and those interested in and in need of trained manpower to meet local needs. The seminar experience will include visits to local vocational training sites in order to observe firsthand the capability of various agencies to deliver vocational services in the local area. Such visitations will include both public and private agencies engaged in vocational training programs. Interaction between program sponsors and members of the seminar will follow each visitation.

It is anticipated that the seminar will attract individuals who will be considered as program sponsors and others who are concerned with the need for an adequate source of trained/educated manpower. The seminar should be of interest to students in the School of Management as well as in the Faculty of Educational Studies, especially majors in the Occupational Education program. It should also appeal to those responsible for the delivery of manpower services, including public and private schools, industrial training directors, and those administering CETA-type programs.

A number of topics, including the following, will be discussed: articulation between vocational education and CETA; laws of interest concerning vocational education and CETA; structure and resources for the delivery of manpower services; vocational education in New York State; determining the need for trained manpower in a local area; services of the New York State Department of Labor; manpower policy; vocational policy; articulation between various agencies; the development of an articulation model.(2)

- Conducting CETA/vocational education planning and development workshops designed to acquaint administrators with the systems of their counterparts, and to serve as a forum for exchange of views about coordination and other issues related to the program.

- Instituting a short-term staff exchange program between vocational education and CETA agencies, to provide concentrated exposure to counterpart systems.

- In those instances in which the steps taken to increase mutual understanding have failed, obtaining the services of an organization development specialist -- usually a consultant. Some objectives of a typical organizational development program are:

  1. To build trust among individuals and groups throughout an organization, up and down the hierarchy;

2. To create an open, problem-solving climate throughout an organization, where problems are confronted and differences are clarified within groups and between groups, in contrast to "sweeping problems under the rug" or "smoothing things over."

3. To increase the sense of "ownership" of organizational goals and objectives by the employees of the organization.

4. To move toward greater collaboration between interdependent persons and interdependent groups. Where relationships are clearly competitive (e.g., where resources are limited), it is important that competition be open and managed in such a fashion that the organization benefits and avoids suffering from the destructive consequences of subversive rivalry.

5. To increase the awareness of group "process" and its consequences for performance, so that people become aware of what is happening to and among group members while a group is working on tasks in areas such as communication, influence, feelings, leadership styles and struggles, group relationships, and conflict management. (3)

FOOTNOTES

Chapter I

1 See, for example, Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, August, 1979), pp. 2-3, 9-10, for a discussion of the mutual benefits gained from coordination.

2 Webster's, New World Dictionary of the American Language (2nd College Edition; The World Publishing Company, 1978), p. 1444.

Chapter II

1 Source: Manpower Insider, Voc Ed, Journal of the American Vocational Association, Vol. 55, No. 1, 42a, as cited by Jim W. Atteberry and David W. Stevens, A Vocational Educator's Guide to the CETA System, Critical Issues Series, No. 3 (Washington, D.C.: American Vocational Association, 1980), p. 18-19.

2 YEDPA Rules and Regulations, Federal Register, 43 (April 7, 1978), 97.716(d).

Chapter III

1 Jim W. Atteberry and David W. Stevens, A Vocational Educator's Guide to the CETA System, Critical Issues Series, No. 3 (Washington, D.C.: American Vocational Association, 1980), p. 5; also see, Carl F. Lamar and Devert J. Owens, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky (Lexington, Ky.: Department of Vocational Education, College of Education, University of Kentucky, 1980), pp. 9-10.

2 Quotation of Eric Hoffer cited in Gordon L. Lippitt, Organizational Renewal: Achieving Viability in a Changing World (New York: Appleton Century-Crofts, 1969), p. 123.

3 For an informative and provocative discussion of these and other barriers, see, for example, the Project Link Series, produced by New Educational Directions, Inc., P. O. Box 207, 814 East Market Street, Crawfordsville, Indiana 47933, under contract to the Indiana Office of Occupational Development. The series of booklets was completed in 1980.

4 U. S. Department of Labor publication, cited in State of Minnesota, Department of Education, Partners: CETA, Education, Youth (Minnesota Department of Education, Youth Employment Education Unit, Division of Special Services, February, 1979), p. 9.

5 Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, August, 1979), p. 3.

6 Carl F. Lamar and Devert J. Owens, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky (Lexington, Ky.: Department of Vocational Education, the University of Kentucky, 1980), p. viii.

Chapter IV

1 State of Minnesota, Minnesota Department of Education, Partners: CETA, Education, Youth (Minnesota State Department of Education, Youth Employment Education Unit, Division of Special Services, February, 1979), p. 6.

2 For a discussion of these issues, see, for example, Jim W. Atteberry and David W. Stevens, A Vocational Educator's Guide to the CETA System (Arlington, Va.: American Vocational Association, 1980), pp. 26-27.

3 Ibid., p. 26.

4 See, for example, State of Minnesota, Partners: CETA, Education, Youth.

5 List of questions was adapted from a publication of the U. S. Department of Health, Education, and Welfare, and cited in State of Minnesota, Partners, pp. 8-9.

6
U. S. Department of Labor, Forms Preparation Handbook, 1980; 20 Code of Federal Regulations, Parts 676.10-4;; P.L. 95-524.

7
Minnesota CETA-Education Task Force,, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, August, 1979), pp. 1-9.

8
Richard E. Walton, "Interorganizational Decision Making and Identity Conflict," in Matthew F. Tuite, Roger Chisholm,, and Michael Radnor, eds., Interorganizational Decision Making (Chicago: Aldine Publishing Company, 1972), pp. 94-111, at p. 96.

9
For a discussion of these and other points, see, for example J. W. Atteberry and David W. Stevens, A Vocational Educator's Guide to the CETA System, Critical Issues Series, No. 3 (Washington, D.C.: American Vocational Education Association, 1980), pp. 17-18.

10
C. Pressley and J. McGraw, Classroom Training--the OIC Approach (Washington, D.C.: U. S. Department of Labor, Employment and Training Administration, 1978), as cited by K. Kurt Eschenmann, Adapating Local Education Programs to CETA Clients (Blacksburg, Va.: Virginia Polytechnic Institute and State University, 1980), pp. 7-8.

11
The major source for this section is Eschenmann, pp. 7-19.

12
Ibid., pp. 11-12.

Chapter VI

1
U.S. Department of Labor publication, cited by Minnesota Department of Education, Partners: CETA, Education, Youth (St. Paul, Minn.: Youth Employment Education Unit, Division of Special Services, Minnesota Department of Education, February, 1979), p. 9. Italics added.

2
Albert J. Pautler, Jr., Vocational Education and the Delivery of Manpower Services, A Human Resource Management Course Monograph, #3 (Buffalo, N.Y.: Human Resources Institute, The School of Management, State University of New York at Buffalo, January, 1978), p. 3.

3 See, for example, John J. Sherwood, "An Introduction to Organization Development," Robert T. Golembiewski and William B. Eddy, eds., Organization Development in Public Administration, Part I (New York: Marcel Dekker, Inc., 1978), p. 206; Newton Margulies and Anthony P. Raia, Organization Development: Values, Process, and Technology (New York: McGraw-Hill, 1972).

APPENDICES

APPENDIX A

The following letter from the Clover Park Vocational-Technical Institute in Tacoma, Washington, to the Director of Pierce County Manpower Program, is an example of the way in which vocational educators can notify the prime sponsor of their interest in being a service deliverer. It is reprinted with permission.

Clover Park School District 400
Vocational-Technical Institute
Phone: (206) 584-7811
4500 Stellacoom Blvd., S.W.
Tacoma, Washington 98499

Les Crowe, Director
Pierce County Manpower
2401 South 35th Street
Tacoma, Washington 98409

Dear Les:

Please accept this letter as a proposal for the CETA Coordinator Project as outlined by John Swannack in his letter of March 6, 1980.

I am sure your staff has let you know that our liaison efforts have been increasing. The VAT Project was a giant stride in that direction. However, we feel that there is adequate need to enter into this effort.

Most of the CETA students, who enter into training at Clover Park Vocational Technical Institute, complete their training. The VAT program, a year and a half ago, was designed to address some of the problems that arises when CETA students make choices that may be short-term of economic necessity. These choices are often made on the basis of immediate course openings, rather than long-term vocational goals.. The VAT Project has successfully met this need to the extent that students were enrolled in the VAT Project. Many individual referrals still are not. The CETA Liaison Project could meet some of this aspect of the need.

The fact does exist that component parts of the CETA administrative work exists in more than one office on campus. We do not feel this is as bad as on a campus where academic, as well as vocational services exist. We are organized for vocational purposes. But, the CETA Liaison Project could increase our systemization and clarification of a contact point for students and other agencies.

We are interested in determining whether funding of the CETA Coordination Project will improve the training and employment success for CETA participants, and whether the communications network among CETA agencies, schools and employers becomes more effective due to the project.

Our purpose is to develop an approach designed to improve both the vocational training completion and unsubsidized job placement rate for CETA-referred students attending Clover Park Vocational Technical Institute. The CETA Coordination Program will provide ombudsman service for all CETA clients enrolled at Clover Park Vocational Technical Institute regardless of the prime sponsor of referral. This will include students in individually referred, or in group project activities of the institute. This program will provide the central points which participants

may come for advice, referral and advocacy regarding school services and job related concerns.

The program will have sufficient stature to have access to the proper channels for quick action in any problem areas.

Clover Park Vocational Technical Institute meets the guidelines for selecting schools as follows:

1. As of March 10, 1980, there are 178 individual referral students and 6 project students enrolled.

2. A compatible environment within the school for the School-CETA Coordinator will be provided.

3. The School-CETA Coordinator will be easily and readily accessible to CETA participants.

4. Adequate facilities for meeting with CETA participants and related clerical and office space will be available without cost to the project.

5. Adequate relations are already established between the school and the prime sponsors in the area.

6. The project does not duplicate existing services or displace local funds.

7. "In-kind" contributions are noted in the attached budget.

The responsibilities of the CETA Coordination staff are as follows:

1. Will contact CETA students under arrival at school.

2. Will assist all CETA clients, regardless of the program they are in.

3. Will establish and maintain personal contact with each CETA participant.

4. Will review records of all CETA students to determine if further testing may be required, or other special program needs, such as VAT, must be met prior to enrollment in a vocational program.

5. Using the resources available through the school and prime sponsor, will see that each student:

   A. has a program based on the student's needs as shown,

and a more detailed training plan developed with the participant, taking into consideration study habits of the participants;

B. reviews and understands the CT3 forms;

C. receives a general introduction to the school and instructors with whom s/he will be working on campus;

D. receives appropriate pre-vocational training as well as vocational training programs;

E. has adequate referral for testing, vocational counseling, and guidance.

6. Will establish and maintain close working relationship with all supportive services CETA students may require.

7. Will be available to assist CETA students with any problem which may impede their progress in the training program such as solving off-campus problems including transportation, day-care, health, etc.

8. Will maintain liaison within student services to assist in meeting admission requirements.

9. Will develop a strong liaison with the Administrator and Assistant Administrator for Vocational Education of Clover Park Vocational Technical Institute.

10. Will establish and maintain a good working relationship with the local CETA center, referral agencies, and prime sponsor.

11. Will see that all required CETA reports for participants are maintained and provided on a timely basis to the appropriate agencies. This will augment, not replace, existing administrative mechanisms for record keeping.

12. Will augment the CETA prime sponsor's efforts in assisting CETA students in their transition from school to work; e.g. by helping arrange employment interviews.

13. Will keep daily records of duties and participant contact.

14. Will consult with project manager, appropriate CETA prime sponsor, referral centers and other agencies as necessary regarding problems outside the jurisdiction of the school and maintain these contacts.

15. Will attend periodic meetings with project manager and other coordinators to exchange information on problems that arise during the project and discuss solutions.

16. Will assist the evaluation group whenever necessary and aid the group in establishing necessary working relationships with school officials to carry out its activities on campus.

The responsibilities of Clover Park Vocational Technical Institute will include:

1. Interview and hire a CETA Coordinator with the assistance of the prime sponsor, with the final decision resting with Clover Park Vocational Technical Institute.

2. The coordination staff will be given a general introduction to the school, including an opportunity to meet with specific people such as instructors, counselors, financial aid officer, etc. with whom s/he will be dealing.

3. Provide adequate information on the school to the coordination staff.

4. Will provide adequate facilities for the coordination staff office and clerical support.

5. Make all reports on CETA participants available to the coordination staff.

6. Allow coordination staff access to all records needed for review.

7. Provide adequate services for any type of guidance which may be needed by CETA participants within available staff.

8. The administrative, student services, and staff of other offices dealing with CETA participants will develop a good working relationship with the coordination staff.

9. Advise the coordination staff when a CETA participant has an attendance problem, so that personal contact can be made with the participant.

10. Assist the evaluation group whenever necessary.

The responsibility of the Prime Sponsor will be:

1. Subcontract with Clover Park Vocational Technical Institute in the project.

2. Assist in setting standard for the coordination staff and participate in the interviewing process.

3. Will maintain close contact with the coordination staff.

4. Will establish a communications network between CETA and the Clover Park Vocational Technical Institute program.

5. Will monitor the CETA Coordination project to determine whether the coordination staff and the school are fulfilling their obligations.

6. Work closely with the evaluation team and assist them whenever necessary.

The attached budget illustrates the staff and office expense.

If there are further questions, feel free to contact us.

Sincerely,

Wilbur M. Snyder, Jr.
Administrator for Vocational Education

JMW/jf

Attachment

JOHN M. WILSON, SUPERVISOR
FEDERAL AND SPECIAL PROJECTS
CLOVER PARK VOC.-TECH. INST.
4500 STEILACOOM BLVD. S.W.
TACOMA, WA 98499

APPENDIX B

Example I

Example I is an illustration of a linkage agreement forged between the Lakes Cooperative Center (Detroit Lakes, Minnesota) and Rural Minnesota CEP. This and the other examples in Appendix B were reprinted with permission from Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, August, 1979), pp. 13-22.

IN-SCHOOL PROGRAM AGREEMENT
BETWEEN
LAKES COOPERATIVE CENTER #981
AND
RURAL MINNESOTA CEP, INC.

This Agreement is entered into by Rural Minnesota CEP, Inc., hereinafter CEP, and Lakes Cooperative Center #981, hereinafter the LCC, to define responsibilities for operation of the 1978/79 In-School Program for the participating districts of Audubon #21, Detroit Lakes #22, Frazee #23, Lake Park #24, Pelican Rapids #548, and Perham #549. This program is funded under Title III, Part C, Subpart 3 of the Comprehensive Employment and Training Act of 1973, as amended. The purpose of this program is to provide services designed to make a significant, long-term impact on the structural unemployment problems of youth as well as to enhance their job prospects and career opportunities.

MAINTENANCE OF EFFORT

It is agreed and assured by the parties to this agreement that services to be provided with funds made available under the Comprehensive Employment and Training Act will not supplant, but rather will supplement, services already provided by the District with Federal, State and local funds.

TARGET GROUP, SERVICES AND ACTIVITIES

Services offered will be provided to youth aged 14-21. First priority for enrollment will be given to youth aged 16-19; enrollment of youth aged 14-15 and 20-21 will be determined on an individual basis. Career Employment Experience and selected transition services, as per Federal Regulations, will be available only to disadvantaged youth. Other transition services, if specified in this agreement, will be available to both disadvantaged and nondisadvantaged youth. First priority will be given, however, to those who are economically disadvantaged.

It is understood and agreed upon by both parties that the services and activities delineated in this agreement will be provided from July 1, 1978, to June 30, 1979. During this period of time, the Lakes Cooperative Center #981 elects to provide the following services to eligible youth: (please check either or both).

Career Employment Experience (CEE)
(On-the-Job Training in the private sector and Work Experience in the public sector.) All CEE programs will be operated and administered by Rural Minnesota CEP in accord with the attached In-School program guidelines.

Transition Services (Refer to and complete pages 3-5)
Transitional Services will be operated and administered by the District, in accord with additional provisions as set forth on pages 3 and 4 of this Agreement.

Allocation

The 1978/79 In-School Program allocation for LCC #981 is $12,133.00* If the Center decides that both CEE and Transition Services should constitute its In-School Program, then a minimum of $927.00 must be expended for CEE. $927.00 is the amount required to fund one In-School youth for the period of one school year in CEE. Lakes Cooperative Center #981 elects to apportion its allotment as follows:

CEE	
Transition Services	$12,133.00
TOTAL	$12,133.00

(continued)

(EXAMPLE I continued)

ASSURANCES

The following assurances are made by CEP and the LCC:

- — Enrollees in the program will be placed in constructive work experience positions which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment.
- — Job information, counseling, guidance, and placement services will be made available to participating youth.
- — Jobs provided under this program will be certified by a District counselor as relevant to the educational and career goals of enrollees.
- — Enrollees will be informed of employment and training services which are available locally to assist them in obtaining employment.
- — This agreement has been reviewed by the appropriate regional youth council.

TERMINATION OF AGREEMENT

This Agreement may be terminated by either party thirty days after written notification of intent to terminate has been made. This agreement shall remain in effect from July 1, 1978, through June 30, 1979, unless otherwise terminated or modified by the parties hereto.

Director _____ District # _____

Town _____ Date _____

_____ Date _____
Director, Rural Minnesota CEP, Inc.

*This is a preliminary allocation. It is subject to change on the basis of Dept. of Labor allocations to RMCEP for FY '79.

ADDITIONAL PROVISIONS FOR FINANCIAL AGREEMENTS

Lakes Cooperative Center #981 elects to provide to eligible youth the following transition services(s) which is designed to prepare and assist youth to move from school to unsubsidized jobs in the labor market:

1. As Attached (#1), Memorandum, March 30, 1978, State Dept. of Voc. Ed.
2. _____
3. _____

(Refer to page 5 of possible transition services. The LCC may choose to provide any or all of these serevices. Attach additional pages as necessary.)

*1. Description of procedure for delivery of service: As attached (#2), Job Description for Secondary Placement Specialist

Service	Procedure
1. _____	_____
	_____
	_____
2. _____	_____
	_____
	_____
3. _____	_____
	_____
	_____

2. Number of participants to be served 400

3. Frequency of service delivery Continuous thru school year.

4. Person(s) responsible for providing service
   1. _____
   2. _____
   3. _____

(continued)

(EXAMPLE 1 continued: Agreement between Lakes Cooperative Center and Rural Minnesota CEP)

Title III In-School Youth Program
Transitional Services Budget

Total Allocation for LCC #981 = $12,133.00

Cost Category	Acct. No.	Project Budget Total
500's TRAINING:		
Books and Classroom Material	540	143.00
Other Training Costs (i.e., guest speakers, tutoring costs, etc., please specify)	580	1,500.00
TOTAL 500's		$ 1,643.00
Job Information Center (special telephone)		
600's SERVICE TO CLIENTS:		
Client Cost —		
Transportation	601	
Client Transportation miles per week, per mile, per weeks		
Medical or Health Service	603	
Subsistance	607	
Other (i.e., safety equipment, books and materials to be retained by client)	609	
Service Staff Costs —		
Salaries and Wages	638	7,500.00
Employer's Share of Fringe	640	1,740.00
Service Staff Travel	658	1,250.00
TOTAL 600's		$10,490.00
TOTAL PROJECT COSTS		$12,133.00

Back-Up Information

The following requests for back-up information on service staff costs are necessary for our accounting purposes. Please supply all pertinent information as requested.

Staff Service Salaries and Wages

(1) Budget Item Number	(2) Position (Please Specify)	(3) Salary per Week or per Hour	(4) No. Weeks or No. Hours	(5) Total Amount
638	Placement Specialist	$375 per wk	20 weeks	$7,500.00

TOTAL — SERVICE STAFF SALARIES AND WAGES

Employer's Cost of Fringe Benefits for Staff:

FICA _____% x $_____	_____
Workmen's Compensation 4 % x $ 15,000.00	600.00
Other (Specify) Helth $1,020.00, LTD $120.00	1,140.00
Service Staff Travel (Please attach documentation)	1,250.00
TOTAL — EMPLOYER'S COST OF FRINGE BENEFITS FOR SERVICE STAFF	$ 2,990.00
TOTAL SERVICES TO CLIENTS SERVICE STAFF	$10,490.00

(APPENDIX B continued) Example 2

The following is a YETP linkage agreement between Ramsey County CETA and Mounds View School District in Minnesota:

SUBGRANT AGREEMENT
BETWEEN
RAMSEY COUNTY
AND
MOUNDS VIEW SCHOOL DISTRICT

Ramsey County, hereafter referred to as the "County" and the Mounds View School District, hereafter referred to as the "Subgrantee" enter into this agreement for the period of October 1, 1978 through September 30, 1979.

WITNESSETH

WHEREAS, the County is responsible for the administration of the Youth Employment and Training Program (YETP) under Title III of the Comprehensive Employment and Training Act (CETA), and

WHEREAS, the YETP regulations require coordination between local Education Agencies (LEA's) and the County as a CETA Prime Sponsor in the administration and operation of In-School Youth Programs, and

WHEREAS, the County and the Subgrantee share a commitment to achieve the goals of the YETP program which are to "enhance the job prospects and career opportunities of young persons to enable them to secure unsubsidized employment in the public and private sectors of the economy", and

WHEREAS, the County is desirous of entering into a financial LEA Agreement with the aforementioned Subgrantee for provision of employment and training related services to eligible youth, and

WHEREAS, the Subgrantee certifies it is capable and desirous of providing the portion of those services as set forth in this Agreement, and

WHEREAS, the YETP grant, as approved by the Department of Labor allows for $6,000.00 to be allocated to the Subgrantee for Career Development activities, and $4,000.00 for Subgrantee administrative costs, and

WHEREAS, the County has funded a CETA Youth programs Coordinator position, utilizing CETA Title II and VI funds, with the Subgrantee to provide a portion of the services necessary to carry out the YETP program services as well as on-going CETA Title I youth programs, and

NOW, THEREFORE, IT IS AGREED by and between the parties hereto that:

1. The Subgrantee agrees to provide the following services in the implementation of the CETA YETP progam:
   a. recruitment of eligible target group youth
   b. distribution of Application/Income Declaration Forms to appropriate schools and youth serving agencies
   c. processing of all Application Forms through the Ramsey County CETA office for determination of eligibility
   d. notifying youth of their eligibility status
   e. interviewing all eligible youth, and, based on fund availability, placing them into in-school jobs or the OJT experimental program based on youths' interests, aptitudes, ease of transportation, and need for program.
   f. identifying meaningful work sites for youth employment and coordinating the placement of youth into those work sites
   g. providing orientation to work site supervisors or employers as to purpose of the program, work hours, payroll procedures, child labor laws, and the importance of providing feedback on the youth's performance
   h. explaining to employing agencies the need for timely and accurate enrollment and termination data; stating that overtime hours worked are the responsibility of that agency; and explaining that hours worked beyond a youth's termination from the CETA program are also the responsibility of that agency
   i. monitoring work sites to determine that the goals of the programs are being met
   j. arranging for the collection of time sheets and the distribution of pay checks in a timely and accurate manner
   k. arranging for completion of OJT contracts in the Experimental program, collecting invoices from OJT employers, making payments to OJT employers for approved reimbursed costs, and submitting invoices to Ramsey County CETA for actual OJT expenditures on a quarterly basis
   l. submitting the following required reports and others as assigned by Ramsey County CETA:
      1. youth applications
      2. age certificates
      3. W-4 tax forms
      4. statement of certification
      5. timesheets
      6. job descriptions
      7. work site agreement
      8. termination forms
      9. quarterly rosters (data sheets)
      10. weekly activity summary logs
   m. monitoring utilization of allocation of hours as allocated by Ramsey County CETA for the duration of the program and as amended; utilization of hours beyond the allocation allowed will be the responsibility of the Subgrantee
2. The Subgrantee agrees to provide the following career employment experience opportunities:
   - constructive work experience, which will improve youths' abilities to make career decisions and which will provide them with basic work skills needed for regular employment
   - job information, counseling, guidance and placement services
3. The Subgrantee assures that job and career employment experience opportunities provided under YETP will be certified by the Subgrantee as relevant to the educational and career goals of participating youths.
4. The Subgrantee assures that services and/or funds received pursuant to this Agreement will not supplant State and/or local funds expended for the same purpose, but will be used to provide new and/or expanded services as described in Item 2 of this Agreement.
5. The Subgrantee assures that the YETP In-School program will be integrated to the greatest extent possible into existing career education and vocational education school district programs; and that YETP funds made available for career employment experience services will be used to expand and improve those services, under a cost allocation plan approved by the County and the Subgrantee.
6. The Subgrantee further agrees to comply with the Maintenance of Effort provisions in Section 97.719(c) (i)-(vii) of the CETA YETP Federal Regulations as follows:
   (i) They will not result in the displacement of currently employed workers.
   (ii) They will not substitute jobs assisted under this part for existing federally assisted jobs;
   (iii) They will not employ any youth when any other person is on layoff by the employer from the same or any substantially equivalent job in the same area;
   (vi) They will not be used to employ any person to fill a job opening created by laying off or terminating the employment of any regular employee, or otherwise reducing the regular work force, in anticipation of filling vacancies by hiring youth to be supported under YETP.
   (v) They will not infringe upon the promotional opportunities which would otherwise be available to persons currently employed in public service not subsidized under the act;
   (vi) They will not permit a job to be filled by other than an entry-level position in each promotional line until applicable personnel procedures and collective bargaining agreements have been complied with;
   (vii) Where job restructuring will occur or where new classifications will be developed, they will not be done in order to negate established personnel procedures or to displace currently employed workers.
7. The Subgrantee further agrees to comply with the Special assurances and certifications as set forth in Section 97.710 of the CETA YETP Federal Regulations. These include compliance with the Prime Sponsors Agreement (PSA); compliance with the Youth Employment and Demonstration Projects Act (YEDPA), other applicable CETA provisions, the regulations

(APPENDIX B: Example 2 continued: YETP Agreement between Ramsey County CETA and Mounds View School District in Minnesota)

governing YETP specifically; and compliance with the Hazardous Occupations Orders issued pursuant to the Fair Labor Standards Act and set forth at 29 CFR 570.50 et seq. with respect to the employment of youths aged 14 and 15.

8. The Subgrantee further agrees to comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-52). In accordance with Title VI of that Act no person shall on the grounds of race, color, sex or national origin be excluded from participation in, be denied benefits of or be otherwise subjected to discrimination under any program or activity administered by Ramsey County CETA.
9. The Subgrantee further agrees to undergo quarterly monitoring reviews conducted by the County of Subgrantee records, compliance with this Agreement, and utilization of career education monies, with recommended corrective action to be undertaken within one month's time, unless otherwise specified by the County.
10. Subgrantee agrees to maintain records subject to audit requirements of CETA regulations and to make such records available to auditing procedures established by the County.
11. The County will have sole responsibility for interpretation of the Federal Regulations governing the CETA Title III YETP program.
12. The Subgrantee will receive funds for the provision of career education services not to exceed $6,000.00 and for program administrative costs not to exceed $4,000.00 based on an itemized listing of actual expenditures; billings for these costs must be itemized, signed by the Subgrantee representative, and submitted to Ramsey County CETA by August 31, 1979.
13. Each party may terminate this agreement with or without cause by giving the other party thirty (30) days written notice or cancellation by mail.
14. Any alterations, variations, modifications or waivers of provisions of this Agreement shall be valid only when they have been reduced to writing and duly signed.

IN WITNESS WHEREOF, the County and the Subgrantee have executed this Agreement as of the day and year first written above.

RAMSEY COUNTY SUBGRANTEE

by _____ Authorized Signature

Executive Director

Ramsey County Board of Commissioners _____

School District _____

Approved as to form and content:

Assistant Ramsey County Attorney _____

(APPENDIX B continued) Example 3

The following is a summary budget from a summer career-exploration program sponsored by Lakes Cooperative Center (Detroit Lakes, Minnesota), Mahube Community Council, Inc. (Detroit Lakes), and the Rural Minnesota CEP prime sponsor:

SUMMER CAREER EXPLORATION PROGRAM
SUMMER 1978

Income to Lakes Cooperative Center for Education Component

Summer School Foundation Aid		$10,500.00
SPEDY (CETA Summer Program for Economically Disadvantaged Youth)		8,333.00
	TOTAL INCOME	$18,833.00

Expenditures by Lakes Cooperative Center for Education Component

Education staff salaries and benefits		$ 9,696.00
Clerical/Custodial Staff		500.00
Supplies/Materials/Telephone		3,517.00
Staff Travel		2,400.00
Transportation for Enrollees		550.00
Food for Enrollees		2,170.00
	TOTAL EXPENDITURES	$18,833.00

Income to Mahube (Mahnomon, Hubbard & Becker Counties) Community Council for Student Stipends

(Students were paid minimum wage for 60 hours of structured education plus 240 hours of work experience.) Students received ½ credit toward graduation for this experience.

SPEDY		$151,860.00
GYP		75,927.00
	TOTAL INCOME	$227,787.00

Expenditures by Mahube Community Council for Student Stipends

Salary for public sector federal youth employment program		$131,096.00
Fringe benefits for public sector federal youth employment program		14,158.00
Salary for public sector state youth employment program		68,527.00
Fringe benefits for public sector state youth employment program		7,400.00
Salary and fringe benefits for private sector federal employment program (50% of wages paid by employer		6,606.00
	TOTAL EXPENDITURES	$227,787.00

(APPENDIX B continued) Example 4

The following budget has been taken from a program operated jointly by a school district, a vocational center, CETA prime sponsors, and the Division of Vocational Rehabilitation in Minnesota. It illustrates how a variety of interests can be served both programatically and fiscally.

SUMMER LIFETIME SKILLS PROGRAM
SUMMER 1978

SOURCES OF INCOME		ESTIMATED EXPENDITURES	
White Bear Lake Schools		**White Bear Lake Schools**	
SPEDY (Summer Program for Disadvantaged Youth)	$ 858.00	Salary for Special Education Personnel (Liaison with school-year program)	$ 256.00
Independent School District # 624 General Fund	256.00	Travel for Personnel	90.00
	$1,114.00	Field Trip Travel for Students	540.00
		Supplies & Miscellaneous	228.00
			$1,114.00
916 Vocational Center		**916 Vocational Center**	
State Summer School Aid	$ 3,300.00	Orientation for Students & Parents Prior to the Program	$ 142.00
SPEDY (Planning funds)	142.00	Vocational Special Education Instructor-Coordinator	750.00
YETP (Youth Employment Training Program)	750.00	3 Special Education Instructors	6,696.00
State Secondary Vocational Handicapped Aid	166.00	2 Special Education Paraprofessionals	1,920.00
Special Education Aid	4,981.00	Personnel Travel	996.00
Special Mill Levy for Special Education	2,165.00	Supplies and Materials	1,000.00
	$11,504.00		$11,504.00
Quad Counties CETA		**Quad Counties CETA**	
GYP	$1,113.00	2 Participants (students) for 6 weeks at $2.65/hour	$1,113.00
	$1,113.00		$1,113.00
Division of Vocational Rehabilitation		**Division of Vocational Rehabilitation**	
Case Service Funds	$1,168.00	3 Participants Salary & Fringe (DVR eligible participants)	$1,168.00
	$1,168.00		$1,168.00
Ramsey County CETA		**Ramsey County CETA**	
SPEDY	$ 8,347.00	15 Participants (students) for 6 weeks at $2.65/hour	$ 8,347.00
SPEDY	200.00	Services to Clients	200.00
GYP (Governor's Youth Program)	1,600.00	Counselor and Work Trainer Assistant	1,600.00
	$10,147.00		$10,147.00
Grand Total	$25,046.00	Grand Total	$25,046.00

SPECIAL SUPPLEMENT:

TRAINING GUIDELINES TO ACCOMPANY TAG

TRAINING GUIDELINES TO ACCOMPANY TECHNICAL ASSISTANCE GUIDE ENTITLED COORDINATION OF CETA AND VOCATIONAL EDUCATION

The U. S. Department of Labor Technical Assistance Guide entitled Coordination of CETA and Vocational Education is designed to provide both CETA and vocational education personnel with information to improve working relationships and produce effective linkages of program. Some of the information contained in the TAG is intended to inform vocational educators of the content and structure of the Comprehensive Employment and Training Act and the prime sponsor program delivery system under CETA. Some of the information is intended to inform CETA administrators of the content and structure of the vocational education system that operates at secondary, post-secondary, and adult levels in state and local public school systems across the country. The balance of the information describes approaches to bringing the two program areas together to form a coordinated service delivery system.

The Technical Assistance Guide is designed to stand alone as a technical assistance tool for use by individual CETA and vocational education practitioners. It is anticipated, however, that the TAG will also serve as a training tool at regional and local levels in both CETA and public education communities. For this reason, the U. S. Department of Labor offers the following guidelines for maximizing the value of the Technical Assistance Guide in staff training efforts. Guidelines are offered for each of the six chapters of the TAG.

I. INTRODUCTION

This first chapter contains information on the Technical Assistance Guide itself: purpose, sources of information used, and organization. This information is provided for the reader of the TAG and need not be covered in a training session.

The first section of Chapter I, however, contains information on the benefits of coordination -- information which should be used to ensure understanding of the need for training and technical assistance to encourage and improve coordination. Trainees should be asked to read this section, and/or it should be included, in a summary form, in any introduction to a training session.

II. FEDERAL MANDATE FOR COORDINATION

Chapter II of the TAG is intended to provide a foundation of information on which subsequent chapters will build. Chapter II describes the coordination requirements which are contained in the Comprehensive Employment and Training Act and the Vocational Education Act. Following references to coordination contained in the Statement of Purpose of each Act is a chart which highlights features of the two Acts. This chart may be used to

produce an overhead transparency to accompany the presentation and discussion of legislated coordination requirements to follow.The first section of the chapter describes the coordination requirements in the CETA legislation.

It covers Titles I, II, III, IV, V, and VII. It is essential that this section be read by and/or presented to vocational education staff members involved in a training session, for general familiarization with CETA and for understanding of requirements that must be met by CETA prime sponsors.

The second section describes, in brief summary form, the coordination requirements contained in the vocational education legislation. The points listed in this section must be read by and/or presented to CETA staff members involved in a training session.

III. THE CETA AND VOCATIONAL EDUCATION SYSTEMS

Chapter III is designed to acquaint both CETA and vocational education personnel with the kinds of barriers that can prevent effective cooperative working relationships.

To lead into the discussion of barriers, the chapter begins with a brief description of the philosophical and organizational differences between the CETA and vocational education systems. The sections on differences should be read by or presented to all trainees in an effort to ensure their understanding of the ways in which the two systems differ; such understanding should exist prior to a discussion of barriers, in that differences between the systems contribute to the creation of barriers.

The figure entitled "The CETA and Vocational Education Systems: Federal, State, and Local Levels" summarizes the structures of the two systems, and may be used to produce an overhead transparency to accompany a discussion of system differences.

The section on barriers to coordination focuses on barriers as they are perceived by CETA and vocational education personnel. That is, while the section discusses barriers preventing agency coordination, it does so in the context of the individual administrators who are responsible for developing agency coordination. The trainer, therefore, should encourage trainees to project themselves--their personal feelings--into the reading and discussion of the barriers section. Trainees should be asked whether they can identify personally with the concerns listed in the section.

The following section on dealing with barriers continues the focus on the individual's perceptions of agencies and barriers to their coordination. The questions on identity and purpose which are listed in this section lend themselves to a training group exercise in which each trainee could be called upon to spend some time answering the questions to his/her satisfaction; trainees could then be asked to share their personal answers to these questions with the training group, to stimulate discussion.

In closing a discussion of barriers, the trainer should stress the three keys to overcoming barriers that are listed at the end of the chapter.

IV. DEVELOPING A STRATEGY FOR COMPREHENSIVE PLANNING

Chapter IV builds upon the initial, brief discussion of barriers presented in the preceding chapter by discussing the first steps that both CETA and vocational education personnel should take to get to know one another and learn one another's systems. This chapter underscores the important point that positive personal relationships are key to successful coordination. This point should be stressed in any training session.

The first three sections in the chapter are:

- First Steps for the Vocational Educator
- First Steps for CETA Staff
- A Summary of Questions Both CETA and Vocational Education Staff Members Should Ask Themselves

A trainer may not require that CETA trainees cover the vocational education section, or that vocational educators cover the CETA section (although the sections are brief and potentially of interest). A trainer should, however, ask all trainees to answer for themselves the summary of questions. The questions lend themselves to a training group exercise in which trainees can share their answers with the training group, to stimulate discussion. It is important for the trainer to determine whether the trainees can answer the questions listed. If either CETA or vocational education staff cannot answer many of the questions, the trainer should suggest that more information is needed to equip the staff members to develop effective coordinated relationships.

The next section of Chapter IV introduces the legal requirements for coordinated planning that are contained in the CETA legislation. This section focuses on the Master Plan, and illustrates that the Master Plan contains much information that should be shared with vocational education agencies, to inform them of the characteristics of the population to be served by CETA and the skills that are needed by that population. The trainer should underscore the point that planning information can be used as a tool to improve and expand upon working relationships between CETA and vocational education.

Vocational education trainees should take special note of the information contained under "Choice of Delivery Agents," in that they should understand the level of detail to which the prime sponsor must go in justifying the selection of delivery agents for CETA services. The trainer should suggest that this is an area in which the vocational educator can help the prime sponsor by providing information on program capabilities, agreements, etc.

The section on working out initial differences builds upon the barriers discussion in Chapter III and the "first steps" sections earlier in Chapter IV. This section summarizes reasons for coordination problems and lists steps to take to resolve the problems. It also contains a set of questions that both CETA and vocational education staff members can ask themselves. As before, the trainer may want to use these questions in a training group exercise.

The section on devising service strategies moves beyond the discussion of barriers and coordination problems to a discussion of joint program development to meet the needs of CETA clients. This section lists a number of points to be kept in mind by the CETA and vocational education staff members involved in the joint programming process, and follows this with a list of issues and questions that should be examined by the staff members involved in the process. Each of the issues and questions listed can stand alone as a group discussion topic. Where both CETA and vocational education staff are together in the same training session, a comparison of responses to these questions by members of the two groups should be of particular interest and could be used to illustrate differences in perceptions held by the two groups.

Before completing Chapter IV, trainees should be asked to review the letter contained in Appendix A of the TAG. This letter should be of special interest to vocational education trainees.

V. THE CETA/VOCATIONAL EDUCATION FORMAL AGREEMENT

Chapter V is intended to impress upon both CETA and vocational education personnel the importance of the formal agreement to effective coordination and the value of the agreement as a management tool. The section on components simply lists and discusses the components that should probably be included, in some form, in the formal agreement:

- Rationale for the Agreement and Names and Responsibilities of the Parties
- Broad Goals and Flexibility
- Maintenance of Effort
- Definitions
- Specific Services Covered by the Agreement
- Specific Outcomes and Performance Standards for Services
- Management Plan
- Budget
- Procedures to Cover Contingencies

Each of these components should be read by trainees and/or presented to trainees by the trainer. An overhead transparency listing these elements could serve as a useful training aid to accompany a presentation.

Trainees should be asked to review the linkage agreements and budget documents contained in Appendix B of the TAG. These are presented as examples of forms that may be followed.

VI. ONCE COORDINATION IS UNDERWAY

The final chapter of the Technical Assistance Guide stresses the need for both CETA and vocational education personnel to work closely following the development of a link between the two program areas.

In the section on administering coordination, CETA and vocational education staff are reminded of the need for a commitment to joint planning, joint review of plans, joint monitoring and evaluation of program activities, and joint development of recommendations for solutions to problems. This section contains three sub-sections:

- Establishing Procedures and Policies
- Utilizing Information and Technical Assistance
- Sharing Information

Each contains specific recommendations for maintaining a successful coordinated relationship, and each should be read by and/or presented to all trainees.

The final section on improving programs lists ideas for encouraging and maintaining coordination between CETA and vocational education:

- Providing inservice training or credit courses on coordination
- Conducting CETA/vocational education workshops
- Instituting staff exchange programs
- Obtaining services of an organization development specialist

To stimulate group discussion, the trainer may want to ask trainees to suggest additional approaches that have been taken, or could be taken, to maintain effective coordination of CETA and vocational education.

GPO 883-671